



REPORT OF THE COMMISSION

ON THE POSSIBILITY OF READJUSTING THE RELATIONS OF THE HIGHER INSTITUTIONS OF LEARNING

So as to Provide for their Extension in the
Future; Lessen the Burden of Their
Support; and Increase Their
Service to the Province.





REPORTS

ON THE

COLLEGE OF AGRICULTURE

AND THE

UNIVERSITY OF MANITOBA

SUBMITTED BY THE

ROYAL COMMISSION ON
EDUCATION

AND

THE CARNEGIE FOUNDATION FOR THE
ADVANCEMENT OF TEACHING

1924



To His Honour,

Sir James A. M. Aikins, K.C.M.G., LL.D.,

Lieutenant-Governor of Manitoba.

May it please your Honour:

The Commission appointed by Order-in-Council, dated June 13th, 1923, to consider, among other matters, "the possibility of readjusting the relations of the higher institutions of learning so as to provide for their extension in the future, lessen the burden of their support and increase their service to the Province," have the honour to submit herewith their report and a report on the same matter from the Carnegie Foundation for the Advancement of Teaching, prepared at the request of your Commission by Dr. William S. Learned, of the Foundation, whose familiarity with Canadian conditions and wide knowledge have enabled him to render assistance in the consideration of this important problem that has been of the greatest value.

The recommendations respectfully submitted for the consideration of your council appear at the conclusion of your Commission's report.

We have the honour to be,

Your obedient servants,

WALTER MURRAY, Chairman

DANIEL McINTYRE

G. F. CHIPMAN

F. W. RANSOM

WM. J. BULMAN

No. 40456

COPY of a Report of a Committee of the Executive Council, approved by His Honour the Lieutenant-Governor, on June 13th, 1923.

The Honourable the Minister of Education submits to Council a report setting forth:—

WHEREAS, under and by virtue of Chapter 34 of the Revised Statutes of Manitoba, 1913, entitled “An Act Respecting Commissions to Make Enquiries Concerning Public Matters,” it is enacted that whenever the Lieutenant-Governor-in-Council deems it expedient to cause enquiry to be made concerning any matter connected with the good government of the province or the conduct of any part of the public business thereof, or the conduct of any institution therein receiving provincial aid, and such enquiry is not regulated by any special law, the Lieutenant-Governor may by commission in the cause concerned, appoint commissioners or persons by whom such enquiry is to be conducted, with power to summon before them any parties or witnesses, and to require them to give evidence on oath, orally or in writing, and to produce such documents and things as such commissioners deem requisite to the full investigation of the matters into which they are appointed to examine;

AND WHEREAS, since the war the growth of interest in education has caused greatly increased recognition of the fact that the secondary and higher courses are a vital part of the life of Manitoba, and has created a demand for such education and training so great as to strain the existing accommodation to its limits, and tax severely the powers of the teaching staffs;

AND WHEREAS, for the further improvement of education in Manitoba, it is desirable that the existing system be considered anew in the light of the best knowledge obtainable with regard to the advisability of making any readjustments of the parts of that system or otherwise reorganizing it for the purpose of securing the closest co-ordination and the greatest efficiency.

On the recommendation of the Honourable the Minister, committee advise:—

That the following be appointed commissioners to enquire into and advise respecting all and singular the premises hereinafter particularly outlined and set forth as follows:—

(a) The needs of the more recently settled and less developed districts of the province for better educational facilities, and the ways and means of providing such facilities.

(b) The better adaptation of the elementary and secondary schools to the needs of the communities they serve.

(c) The possibility of readjusting the relations of the higher institutions of learning, so as to provide for their extension in the future, lessen the burden of their support and increase their service to the province:—

Walter Charles Murray, M A., LL D.

Daniel McIntyre, M.A., LL.D.

George F. Chipman.

Fawcett W. Ransom.

William J. Bulman.

AND THAT for the purpose of enquiry and investigation the said commissioners aforesaid shall have the power to take all necessary steps for the acquirement of information as may, in their opinion, be desirable;

THAT the said commissioners shall have and possess all the power and authority, with reference to compelling the attendance of witnesses as is set forth in the said Chapter 34 of the Revised Statutes of Manitoba, 1913, hereinbefore referred to.

THAT WALTER C. MURRAY, M.A., LL.D., be the chairman of the said Board of Commissioners;

THAT all the expenses in connection with the said enquiry shall be paid by the government of the Province of Manitoba.

Certified,
FRED AXFORD, Clerk, Executive Council.

Winnipeg, Man.,
June 13th, 1923.

(THE HON. MR. BRACKEN IN THE CHAIR).

CONTENTS

	Page
Note	7
Historical	8
Buildings	9
Normal School—	
Attendance and costs	11
Removal to St. Vital	11
Agricultural College—	
Attendance	12
Work	13
Costs	13
Reductions	14
University—	
Attendance	16
Costs	17
Economies through co-operation	19
In buildings	19
In operation	20
In administration	21
In instruction	21
Union as Educational Policy—	
Reasons for and against	24
Opinions for and against :	
California Commission	24
Canadian Commission	26
Manitoba Alumni	27
The Site—	
On Broadway	29
Tuxedo and St. Vital	29
Tuxedo Agreement	29
Steps that led to it	30
Does the Agreement preclude another Site?	33
Conclusions	34
Recommendations	35

UNIVERSITY AND COLLEGE OF AGRICULTURE

The Commission requested the Carnegie Foundation for the Advancement of Teaching, of New York, to investigate the university and college question and submit a report, which would be issued with the report of the Commission. The Foundation consented, and at their own expense, sent Dr. W. S. Learned, who personally interviewed the college and university authorities, inspected these institutions, attended and took part in the hearings of the Commission. The Foundation has issued as its report Dr. Learned's observations and findings.

The Commission had drafted its report before that of the Foundation had been received, and, though there is much in the report of the Commission that had been authoritatively dealt with by Dr. Learned, the Commission decided to let its report stand, thus giving the public the benefit of different and independent judgments on the issues involved.

HISTORICAL

It is over fifty years since the first attempts to provide for higher learning in Manitoba were made by denominational colleges. Two of these colleges trace their origin from schools established a century ago. A university, to examine and confer degrees was incorporated in 1877, the colleges continuing to do all the teaching.

With the beginning of the new century began a gradual transfer to the university of the rights and obligations of providing instruction in the higher branches of learning, and at the same time a closer co-ordination of the work of the different professional schools under the direction and with the support of the university. It began with the transfer to the university of part of the time and part of the salary of the three professors of the denominational colleges who were teaching the Natural Sciences. It involved a new site and building on Broadway. It expanded into additions of other science professors to the staff, a school of Engineering, professors in some of the Liberal Arts, a school of Pharmacy and a School of Law. It culminated in the acceptance of the offer of the Medical School and the appointment in 1920 of professors of Philosophy, the last of the subjects taught by the colleges to be undertaken by the university. From the first these responsibilities were assumed with the approval and support of the province. In 1900 the province advanced to the university the \$60,000 required for the new science building. This advance was repaid later.

When the School of Engineering was established the province increased its grant. When new departments were opened, the School of Pharmacy taken over and the School of Law organized, the province made material additions to its grants. With the appointment of the president in 1913, the appointment of a board of governors in 1917, the acceptance of the Medical College and the Rockefeller gift of \$500,000, and the expansion of the work of the university in 1920, the province, through its government, expressed full sympathy and increased its support. Every step that has been taken, every responsibility that has been assumed by the university has not only met with the approval but also with the cordial support of the government of the province, and with good reason.

Since the early seventies the denominational colleges have carried much of the burden of providing instruction in Arts. From 1883 to 1919 the medical profession conducted the Medical school at their own expense, and finally presented to the province a school with an excellent reputation and property worth half-a-million dollars. The Pharmaceutical Association began teaching in 1889, and in 1914, with like generosity, turned over the School of Pharmacy to the university. From the institution of reading courses in Law, in 1884, the Law Society has continued its interest in legal education, and now divides with the university the cost of maintaining the School of Law.

Since the appointment of President James A. Maclean, in 1913, the development of the university has been rapid and far reaching, and the responsibilities of the province for its control and support have increased with even greater rapidity. The Dominion grant of 150,000 acres of land in trust for university education, valued now at \$1,000,000 in cash, and \$400,000 in unsold lands, followed by the Isbister Trust of \$130,000 for scholarships, and the Rockefeller trust of \$500,000 for medical education, has relieved the province of a considerable portion of the burden of the support of university education.

From the first the province assumed full responsibility for the support of agricultural education, and in 1903 established a College of Agriculture in

the likeness of Guelph, at Tuxedo, upon which it expended about \$800,000. From this site it was removed to St. Vital, in 1913, its affiliation with the university being severed at that time. A change of government restored the affiliation but could not release the province from the heavy obligations incurred in buying a large site and erecting buildings on a grand scale.

The province, when the Winnipeg High School was established in 1882, made provision for the Normal training of teachers. The Winnipeg Normal School did all the work until 1911, when a Normal School was established at Brandon, with a good building, suitable grounds and satisfactory equipment. This school was intended to keep in view more particularly the needs of rural teachers. Short Normal sessions have been held at different points in the province for the convenience of rural districts.

BUILDINGS

(a) Normal School

Instruction is given to students of the Winnipeg Normal School in a building on William Avenue, in the business section of the city. Previous to this year, 1923, classes were conducted in different places, one being St. Boniface. The removal in 1923 of the Model School from the building permitted the concentration of the work there.

This building consists almost entirely of lecture rooms, some small offices, a library, and a basement used for a gymnasium. The grounds are too small to permit of training in the supervision of organized play or to provide opportunities for Nature Study or School Gardens.

The insufficiency of this equipment, in quality as well as in quantity, is all the more important since inspectors, no less than Normal School instructors, have insisted that in the Normal courses instruction should be given in the subjects of the elementary and high schools, not merely for the purpose of illustrating methods, but also for instructing the students again in their subjects, in order that they may attain to a more accurate knowledge and be more competent to teach them.

If it be deemed essential to equip the teachers so that they may adapt the work of the school to the needs of the rural communities, then the Winnipeg Normal School is placed at the greatest possible disadvantage for the proper discharge of its work by being housed in a building in the business section of a city, a building with rooms much too small for the classes, ill equipped and devoid of suitable opportunities or appliances for illustrating how school work could be better adapted to life in the open country.

At the earliest possible date the province should undertake the task of making better provision for Normal work in Winnipeg.

(b) University

The work of the University is conducted in part in the buildings on the Broadway site. The Medical School has satisfactory accommodation in the old building near the Hospital, with the addition rendered possible by the gift of the Rockefeller Foundation. The Law School has found accommodation in the new Law Courts. The School of Pharmacy occupies a building on Notre Dame Avenue. The School of Engineering is divided between the old Institute for the Deaf on Portage Avenue, the buildings on the Broadway site and the Laboratory on Kennedy Street. The work in Arts and Science is conducted in the old Law Courts, the original University Science building

with the Annex, the new temporary laboratories on the Broadway site, in St. John's College in North Winnipeg, in Wesley College on Portage Avenue, in St. Boniface and in association with the Presbyterian Theological College on Ellice Avenue.

The buildings and sites standing in the name of the University are valued at approximately \$1,000,000. The Medical buildings and site represent at least one-half of this amount. The University holds the Broadway site on lease.

It would be difficult to scatter the work of a university more effectually over a large city, if the object were to disintegrate and destroy the sense of unity and prevent efficient and close co-operation. The University has neither campus, playing fields nor buildings for gymnasium, rink, students' residences, students' union, library or assembly hall, where the students in the different faculties may meet, live, work and play together. With so many obstacles to close co-operation, and a past history of divided interests, it is remarkable how the University has been able to develop and preserve any sense of unity. The site on which the first building was placed contains 6.6 acres, and is too small to serve as the nucleus today, and still less in the future, of a provincial university capable of serving, and expanding with the growth of a province like Manitoba.

With classes scattered over a radius of three miles, housed in old and temporary buildings, devoid of many of the conveniences that make for a vigorous and stimulating academic life, the University of Manitoba stands in greater need of adequate buildings on a fitting site than any other university in Canada. With an attendance in Arts and Science, second in numbers among the English universities in Canada, and with professional schools of high standing, the University has neither a site suitable for expansion, nor buildings that can be regarded as other than temporary. Further, until a definite policy with regard to site and development is adopted, no allied or affiliated college can embark on any plan for expansion without serious risk of endangering close relations with the University, and of sacrificing considerable sums of money.

(c) Agricultural College

The Agricultural College has a beautiful situation on the Red River, about six miles south of the city. There are 576 acres in the property and the College is housed in buildings, which, with the land, cost \$4,000,000, but which have been given a present value of about \$2,500,000, by the Department of Public Works.

The College has class rooms sufficient to accommodate with ample space, fifty per cent. more students than at present, or, with crowding, possibly twice as many. The dormitory has sleeping accommodation for 576, while the kitchen and dining-room could care for 750. The Power House has staff and equipment sufficient to care for fifty per cent. more buildings, while the water and sewer systems could care for four times as many.

With the addition of a large building, well equipped with lecture rooms, a separate one for Field Husbandry and a Science Laboratory for either Chemistry or Physics, the Agricultural College could provide sufficient accommodation for teaching the students attending both the College and the University, the medical students remaining in their present quarters. This would be possible if joint use were made of the buildings as at Edmonton or Saskatoon. With affiliated colleges near at hand, dormitory accommodation could probably be given to between 800 and 1,000 students.

The University, like the Normal School, is embarrassed by large numbers of students and a great lack of fitting and adequate accommodation, while the Agricultural College has a beautiful site, large and commodious buildings that will last for at least a century, and can be added to at comparatively small expense for the purpose of accommodating in a worthy and effective manner a student body as large as that of Toronto today, a number which the Province of Manitoba may reach within the lifetime of many now living. On this site, affiliated colleges, playing fields and buildings, serving the physical and social life of the students, can find ample room in close association with the centre of university life. So far as size, and character of site, and a considerable number of substantial buildings are concerned, the College of Agriculture could provide worthy accommodation for its needy sisters.

THE NORMAL SCHOOLS

(a) Attendance and Costs

The attendance of the Normal Schools was as follows:—

	10 Mos. Class.	6 Mos. Short Second.	4 Mos. Grad's	4 Mos. Third Class.	Total.
1915 .....	.....	206	.....	466	672
1920	145	140	.....	308	593
1922	249	157	26	220	652

The following table shows expenditures and revenues:—

	Revenues.	Expenditures.	Net Cost.
1915	\$17,133	\$60,711	\$43,578
1920	26,455	61,009	34,554
1922	30,059	88,545	58,486

The net cost of training courses for teachers in Winnipeg, Brandon and at the local centres is so modest that it suggests excessive economy. Undue economy may mean impaired efficiency. The training of the teachers is so fundamental and vital for good work in the schools that the evils of any deficiency in training are multiplied many times in the schools throughout the province. It is over seventy years since Egerton Ryerson opened the first Normal School in Canada. He regarded it as the key to an efficient system of national education. The experience of the provinces of Canada has vindicated this opinion again and again. No system of public schools, more particularly where the members of the teaching profession are young, inexperienced and constantly changing, can afford to omit or neglect any features deemed essential for thorough and efficient training. To subordinate the interests of the Normal Schools to economy, or the convenience of other institutions, is to imperil seriously the efficiency of the whole system.

(b) Removal to St. Vital

Could the Winnipeg Normal School be accommodated at the Agricultural College?

This idea is attractive on first consideration. The College, without difficulty, could provide sufficient class-rooms and sufficient dormitory accommodation for students from outside of Winnipeg. Moreover, the instruction in Agriculture, in Home Economics and in some of the sciences deemed so necessary for teachers, not merely for illustration of methods, but for review and mastery, could be given better in the College than where they are at present. The College would give the agricultural setting deemed so desirable for successful teaching in rural schools.

The one serious drawback is the opportunity for practice teaching. If a small model school with four rooms were sufficient, the transfer might be possible. But an extensive system of observation and practice in the city schools has been instituted and is deemed essential. For the convenient and successful carrying out of this plan the students should be near the city schools.

To send those students to the Agricultural College who have had some experience in teaching and some training, and who, in consequence, would not require so much observation and practice, would involve a division of the staff of the Normal School and probably the appointment of additional members.

Should the University go to St. Vital, the establishment of a Faculty of Education, to give the higher training required for prospective high school teachers, inspectors and other administrative officers, would assist in solving the problem.

THE AGRICULTURAL COLLEGE

(a) Attendance

There are five classes of students in attendance at the Agricultural College:—

(1)—Those taking the two years' Diploma Course in Agriculture, the session beginning with November and ending with March.

(2)—Those taking the five-year Course leading to a degree in Agriculture.

(3)—Those taking the Diploma Course in Home Economics.

(4)—Those taking the Degree Course in Home Economics.

(5)—A miscellaneous group taking short courses in varying lengths and importance.

The last group numbered about 1,000 in 1922-23, and the other four together about 250. The greatest fluctuations occur in the numbers attending the Diploma Courses. The Diploma Course in Agriculture is intended for the sons of farmers and those who intend to live on the farm. About 95 per cent. of the boys who take this course return to the farms. The attendance in this course fluctuates with the returns and prospects of farming. At the close of the war it was very large. Recently it has declined. The same is true of the Diploma Course in Household Science. Here, too, the attendance fluctuates with the prosperity of the times.

It is otherwise with the Degree Courses. The attendance upon these courses remains fairly constant. Students in these courses are prepared for a calling or profession. The possession of the degree is regarded as a badge of skill and proficiency in the profession. About 90 per cent of the boys who take degrees in Agriculture continue in some form of agricultural work. Of 158 graduates reported, 71 returned to farming, 66 are engaged in professional agriculture (administrative, journalistic or teaching work), 21 in other business, 10 have died. Of the graduates in the Degree Course in Home Economics the majority continue in professional work.

In the seventeen years of its teaching the College has enrolled 3,329 students in the Degree and Diploma Courses in Agriculture, and 1,059 in Home

Economics. Over 80 per cent. were residents of Manitoba, and more became residents after completing their courses. Many came for agriculture from Saskatchewan until 1912.

The College is a provincial institution in regard to its student body to a much greater degree than is the Ontario Agricultural College at Guelph.

(b) Work of College

The work done in the training of young men and women in Agriculture and Home Economics is the principal work of the College, but it is by no means all of its work. Through the short courses and conventions the College has become the centre of the agricultural interests of the province. It stimulates interest in better methods of production and of marketing, in better seed and better stock; in better methods of eradicating weeds and combating disease; in better living no less than in better farming. Its experimental work with crops and stock, and its extension activities are of far-reaching importance. The recent removal of the Extension Work in Agriculture to the College will enable the staff, not only to reach a greater number of people, but to place their scientific knowledge and experience at the disposal of those who direct the policies of the Extension Department. If the hope of agriculture lies in the application of better methods both of production and marketing, it is surely of prime importance that the staff of the College whose duty is to be expert in these, should both use and be used in the extension services in agriculture.

To estimate the value of the services of a College of Agriculture solely in terms of the number of students whom it sends forth, is almost as unsatisfactory as to estimate the value of the work of a hospital by the number of nurses it trains. The College is not simply a training institution. It is an institution for public service. The services which the College renders through research and extension, may, in its ultimate value to agriculture, be as great as those which it renders through teaching.

(c) Costs

To obtain a just estimate of the operating costs of the College it is necessary to put together what is expended for salaries and supplies through the Department of Agriculture, what is expended for heating, repairs, etc., through the Department of Public Works, and the amounts received for board and fees through the Treasury Department. They were as follows:—

	Salaries and Supplies.	Heating and Repairs.	Revenue.	Net Cost.
1911	\$46,535	\$28,413	\$16,248	\$58,700
1916	82,763	93,852	63,146	113,469
1921	318,966	103,242	153,984	268,224

The salaries paid the staff are rather below than above the average for such institutions, and the expenditures for supplies are less than usual. The only question that can fairly be asked about these expenditures is: "Are the services of the staff being used to the utmost?" The experimental work is more active when the students are away. The short courses and extension activities are limited only by the convenience of the farmers.

There is, however, fair ground for doubt with regard to the maximum service rendered in teaching. Where classes are small the greatest value is not being received through the teaching.

The following table indicates the numbers in the different classes:—

Subject	No. of Classes.	Minimum.	Average.	Attendance		
				Under 30.	30-50.	Over 50.
English	10	19	34.9	6	2	2
Chemistry	7	10	25.7	5	2	....
Physics	10	11	25.8	8	1	1
Biology	9	8	19.1	9	....	....
Bacteriology	6	6	13.5	6	....	....
Mathematics	4	15	27.2	3	1	....
Econ. and Sociology..	7	12	27.1	5	2	....
Horticulture and Entomology	6	5	19	4	1	....
Animal Field Husbandry	6	11	21.6	5	1	....
Poultry and Dairy....	5	15	24.2	4	1	....
Engineering	7	13	21.8	6	1	....
Home Economics	26	6	14	26	....	....

The smallest class has a sufficient number to make it necessary to teach it. Classes under 30 could care for a considerable increase.

In only a few classes does the enrolment approach limits incompatible with efficiency. More particularly in the higher classes of the science is the enrolment such that combination with similar classes elsewhere would be most advantageous.

When the enrolment falls to ten or even half-a-dozen in an advanced class, for example, Chemistry, it is impossible to drop the class. The work must be done or the students suffer. Nor can the services of the chemist be dispensed with and his subject assigned to the physicist. There is too much specialization to permit that. The only alternative is combination with a similar class taught elsewhere, for example, in the University.

(d) Reduction of Expenses

The staff of a college cannot be reduced in number below a definite minimum without seriously impairing the efficiency of the college. The highest work in instruction and the most valuable in research can be done only by well trained and able specialists. The problems facing western agriculture are admittedly most difficult and largely peculiar, and can, therefore, be solved only by competent men, working in western surroundings and in co-operating groups.

It has been suggested that the College be closed. One can hardly imagine a more suicidal policy. At a time when western agriculture is in the greatest difficulties it is surely unwise to rob it of whatever aid it can receive from science. This policy resembles that of killing milch cows for meat in war time. To close the College is to strike agriculture in Manitoba a most deadly blow.

Stopping the College will not stop the interest on the debentures for the buildings. Nor will it leave the way open for a more profitable use of these buildings. The buildings were constructed for special purposes and cannot be converted to other purposes without great loss.

The only other possible use to which they may be put is for university purposes. This can be done, not by closing the College, but by co-operating with the University.

Can the running expense of the College be reduced? Greater value for the present expenditure could be given if the numbers of students were materially increased. Could this be effected by co-operation with the University?

Undoubtedly, if they were together. Something might be done even with the institutions as widely separated as at present. It is possible that a small number doing advanced work in Biology, Chemistry or Plant Pathology, for example, might be able to take part of their work in university classes—or certain instructors, more particularly junior instructors, might be able to give part time to each institution. It is, however, impossible to determine this without conference and co-operation between the staffs of the College and University working in the same departments, to divide work, adjust time-tables, etc.

Though it is not possible to make large reductions in the teaching staff of the College of Agriculture without seriously lessening its efficiency, greater use of the services of some members might be made by the Extension Department, which has recently been moved to the College.

In the business management of the College there is more room for improvement. In the purchase of supplies and the control of expenditure, the College staff has little power. Departments of government purchase, pay, appoint and dismiss. They may take advice quickly, slowly, or not at all.

The Power House illustrates the defects of the present system of divided responsibility and ineffective control. Its staff is appointed and controlled, the fuel and supplies are purchased, repairs and extensions are made by the Department of Public Works. The teachers for whom these conveniences are supplied are appointed and controlled by another department. If the teachers are extravagant or unreasonable they may be thwarted but not controlled. If they suggest greater economy or efficiency they may be ignored or snubbed, and yet the College staff is blamed for the extravagance and failures of the College.

The Public Accounts for 1921, the latest with statements for expenditures for a full year, report on the staff of the College Power House: 1 chief and 4 assistant engineers, 1 boiler washer, 2 plumbers, 2 steam fitters, 2 electricians, 1 storekeeper, 1 waterworks operator, 3 handymen and temporary assistance, and with these were 3 carpenters, 2 painters, 1 bricklayer, 1 tinsmith, 1 window cleaner, and 1 clerk, charged to repairs and maintenance. The salaries paid indicate that very few of these were part-time men.

It is difficult to be fair in comparison unless there has been a close examination of the items of expenditures. This has not been possible. With this proviso the following is given:—

Power House—	Man. Agr. Coll. 1921.	Univ. of Alta. 1922.	Univ. of Sask. 1922-23.
Salaries	\$35,114	\$20,282	\$16,559
Supplies	9,287	6,791	5,668
Fuel	41,455	17,425	21,345
Buildings, Repairs	17,384	14,525	12,403
Janitor's Wages and Supplies		23,708	*7,098
Grounds			5,960
Amount of Radiating Surface in Sq. Ft.....	69,700	100,000	125,000
Power Produced, Kws.	525,000	300,000	264,290
Quantity of coal, tons	5,400	10,000	6,257 Lignite 846 Saunders
Price per ton	\$8.50	\$1.80	\$3.30 Lignite \$7.50 Saunders

* The wages of janitors of the student residences are not included.

The fuel costs differ partly because of the freights from the mine, and partly because of the kind of coal that can be used. Alberta reports: "Owing to our automatic feeders it is possible for us to use practically coal dust." Saskatchewan also has automatic feeders and uses slack mainly, but with some Saunders Creek. If it were possible for Manitoba to install automatic feeders and use slack coal similar to that used by Alberta and Saskatchewan, a considerable saving could be made. Saunders Creek Coal cost Saskatchewan \$7.50 per ton; the slack from \$3.30 to \$3.65.

If the Power House and repairs were under the control of a board of governors, with adequate powers, greater efficiency could be secured at less cost. There is no proper co-ordination of control and expenditure, and no one is directly responsible for the entire business management of the College. The Provincial Treasurer receives the fees, board and income; the Department of Public Works controls expenditures for the Power House repairs and maintenance of buildings. While the president and staff are held by the public responsible for the cost of the College, they have little power to effect economies or to increase efficiency. The Board of the College is an advisory body whose recommendations must be approved by the Minister before they can take effect, and who may not meet without the permission of the Minister.

A Board with powers similar to those of the University Board of Governors, would make for greater efficiency and economy, and remove the College from the suspicion as well as the possibility of political control for patronage purposes.

THE UNIVERSITY

(a) Attendance

The attendance at the University has greatly increased within the last ten years, although during the period of the war, from 1914 to 1919, it declined.

	Arts.	Medicine.	Law.	Engineering.	Pharmacy.	Total.
1913-14	514	189	56	70	....	829
1918-19	568	164	54	31	9	826
1922-23	1,304	249	65	144	49	1,811

In 1922-23, in addition to the above, there were enrolled in Evening Classes, Short Courses and Summer School, 1,218, making a grand total of 3,029. This does not include the students enrolled in the Agricultural College who receive degrees from the University.

The registration in the Faculty of Arts was exceeded in Canada only by that of the University of Toronto, which was 2,366, and by Montreal, the extra mural students of Queen's not being counted when the comparison was made with Queen's. In both Manitoba and Toronto the registration in affiliated colleges is included. If only the registration in University College, Toronto, and that of the University of Manitoba, exclusive of affiliated colleges be taken, there is a surprising similarity:—

	University College, Toronto.	University of Manitoba.
First Year	505	506
Second Year	265	248
Third Year	236	230
Fourth Year	169	174
	<hr/> 1,175 <hr/>	<hr/> 1,158 <hr/>

The increased attendance in Arts in Manitoba from 514 in 1913-14 to 1,304 in 1922-23, and in Engineering from 70 to 144, involved a large increase in the financial burden, which is borne almost entirely by the University. But that was not all. For in 1913-14 very few of the Arts students received all of their training in the University, the rest being received in the affiliated colleges; in 1922-23 very few received any of their training in these colleges.

This increased enrolment reflects part of the increase in the financial burden of the University, but not all. While there were students enrolled in Medicine and Law in 1913-14 and in 1918-19, the University was not responsible for the support of the Medical School then, nor of the Law School before 1915.

(b) Costs

The Government Grant began with \$250 in 1877, attained \$2,000 in 1887, \$3,500 in 1897, and rose to \$6,000 when the University began teaching. With the establishment of the Engineering School it was increased in 1908 to \$20,000. When a president was appointed and new departments were added it became \$68,846 in 1913-14. The sudden expansion after the war called for \$173,565. The acceptance of the Medical School, the rounding out of the Arts work, the re-adjustment to meet new conditions and the opening of the new buildings, was met by a grant of \$372,128 in 1921. This was reduced to \$315,000 in 1922-23.

Until 1920 the province had not expended a dollar for buildings for the University. Since then the Department of Public Works has expended about \$500,000 on temporary structures. Out of the Dominion Land Grant of 150,000 acres, the University met its capital expenditures and defrayed some of its current. From the Isbister Trust it disbursed between \$6,000 and \$8,000 per annum in scholarships.

That the cost of the University to the province should have increased greatly within the last few years was inevitable. For during this period the University, in the name of the province, took over the gift of the Medical School and became responsible for its support; took over the School of Pharmacy and undertook obligations for the Law School. Its commitments for work in Arts and Sciences have been greatly increased by the development of that policy of university responsibility for instruction in all subjects which was tentatively admitted for the Sciences in 1899, extended to other subjects in 1913 and granted for all and confirmed by the Act of 1919.

The University has suddenly stepped into the full stature of a State University. For nearly half a century Manitoba had surrendered to the churches its responsibilities and its rights to instruct in the higher learning. Not until Manitoba found herself lacking in service and efficiency when compared with her sister provinces did the University take her rightful position. Then all at once the professional schools, privately initiated, and in most cases poorly housed, in need of greater equipment and of more generous support, were offered to the University by their supporters, who hoped for better service from them for the community when equipped and supported by the State.

The Medical School, which will always remain a memorial of the self-sacrifice and generosity of the medical profession in the early and difficult days of scanty resources and public indifference, was given to the province in 1919, a great tradition of service. This gift brought in its train half-a-million from the Rockefeller Foundation and the establishment of a first-class Medical School. The province, however, had to assume certain financial responsibilities. Against an expenditure of about \$100,000 last year there stood the

fees of 249 students at \$150 per student, and \$27,500 interest from the gift of the Rockefeller Foundation.

The same is true of the School of Pharmacy, the pioneer in time, ideals and service of the western schools. Its cost to the province of about \$6,000, less the fees of 49 students at \$75 each, is trifling.

The School of Law has become efficient through the co-operation between the Law Society and the University, and at remarkably small cost to the University, about \$4,000 last year.

There seems to be great economy in the management of the University. The expenditures for heating and upkeep are relatively low—\$57,409 in 1921-22 and \$66,818 in 1922-23. The salaries of the staff are below those of the large universities of Canada, which pay, in addition to the salaries, a contribution to the Carnegie Pension Fund, equal to 5 per cent. of the salaries, thus enabling the staff who make a like contribution, to enjoy the benefits of that fund. It is natural that the staff of Manitoba should expect to be placed on an equality in this respect with those of Toronto, Queen's and McGill.

Although comparative estimates of the cost per capita of students are too frequently misleading because of the difficulty of getting a just basis of comparison, and of apportioning cost to the different services, yet the following may be of interest.

NET COST TO THE PROVINCE

	Toronto.	Manitoba.
Arts and Science	\$145 to \$154	\$126
Medicine	145	165
Engineering or Applied Science	189.50	252

As the attendance increases the per capita cost decreases. Pre-medical students are enrolled in Medicine in Toronto, in Arts and Science in Manitoba, thus in comparison reducing the cost per medical student in Toronto. The number of students who go from the Province of Manitoba to other universities is slightly less than the number coming to Manitoba University from without the province. In 1921-22, 152 went from Manitoba, 184 came to Manitoba. The University of Manitoba is strictly a provincial institution, training the young people of the province for service in the province. Of 1,721 graduates since 1913, only 43 have gone to the United States; 47 have gone overseas and 35 to Eastern Canada; 48 have died and the present addresses of 121 are unknown.

It has been suggested that the University reduce its cost by raising the standard of entrance and by rigorous elimination of those who fail to pass their examinations. The matriculation requirements for admission to Law, Medicine, Engineering and Honor Courses in Arts have been advanced a year. The severity of the examinations is extreme. In 1922, of 1,592 candidates for matriculation (Grade XI.), only 390 passed, 579 were conditioned and 623 completely failed.

It has been reported that 50 per cent. of the Arts students of the University of the first year do not enter the second year; 7½ per cent. of the second do not go on to the third year; 24 per cent. of the third do not enter the fourth. Probably several of the first year transfer to a professional school. It seems unwise to go farther, if so far, in the work of elimination by examination.

It has been proposed that the University decline to do First Year work in Arts, throwing upon the High Schools and Private Colleges the responsibility

for this. This proposal would work no hardship for students in the large centres, but would raise the question whether the province or local centre should bear the expense, and would place a serious barrier against those who come from the smaller schools in town and country. These students are already much inconvenienced by lack of good High School facilities. It is both unjust and unwise to raise the barriers against them.

ECONOMIES THROUGH CO-OPERATION

Substantial economies can be effected through the co-operation of the Agricultural College with the University.

While the institutions remain five or six miles apart the amount of co-operation will be small, because of the difficulty of sending considerable bodies of students from one institution to the other during the working day, or even sending instructors. In the higher classes, where the work is highly specialized and the number of students is small, interchange may take place.

The most important advantage, however, of having the two institutions adopt a policy of co-operation is to prevent competition and consequent duplication. For example, competition might lead to the opening of a second school of Home Economics in the University, or of complete departments of Economics in both College and University, for Economics has become a vital subject for students in agriculture. Such errors as this a friendly policy of co-operation can prevent.

Had the College and the University been striving to co-operate in 1912 the College might have remained at Tuxedo, and for the \$4,000,000 expended upon its site and buildings at St. Vital both the College and the University could have been housed and equipped in a way that would have touched the pride of the people of Manitoba, and conferred great and lasting benefits upon them and their children.

It is not too late to take to heart the lesson of 1913 and to apply co-operation to the problems of today. To place the two institutions on adjacent sites is not to co-operate effectively. Effective co-operation requires joint use of buildings, thorough co-ordination of activities, a unity of purpose and a community of interests that will meet every difficulty in a large and generous way.

Such co-operation will find in union or amalgamation the surest way to effect large and desirable economies. It will not duplicate buildings, it will not duplicate staffs. It will unite the intellectual forces of the sciences and of agriculture in attacks upon the problems that threaten the very existence of successful agriculture, and it will generate an atmosphere of mutual understanding and good will between the boys from the country and from the town that will unite them in a way that will hold throughout life, and bind the leaders of the nation in a brotherhood of service to their country and to humanity. These economies of the spirit are more enduring and of greater worth than the economies measured in material gain.

(a) Economies in Buildings

In amalgamation there will be one group of buildings. The Governors estimated in 1920 that at least \$3,000,000 would be required to establish the University at Tuxedo. This seems to be a conservative estimate. The University of Alberta has expended \$4,000,000 for buildings and has provided accommodation for students in Arts, Science, Agriculture, Law, Accounting, Pharmacy, Dentistry and Medicine. Saskatchewan has expended \$3,200,000

for similar accommodation in all but Medicine and Dentistry. Each university has about one-half of the number of students that the University of Manitoba has.

It has been suggested that the expenditure required to establish the University at Tuxedo could be reduced by converting the Institute for the Deaf into a university building. There are two buildings, one used for teaching and dormitory purposes, the other for the dining rooms and heating plant. The former building is well adapted to the needs of children who are deaf. The class rooms are small, capable of seating from ten to twenty, and are convenient for the instruction of the deaf in lip reading and oral methods. The rooms for Household Science are for small classes and thoroughly equipped. To convert the rooms into lecture rooms for university students would involve the tearing down of walls to throw three rooms into one, the widening of stairways and the scrapping of much valuable equipment, admirably adapted to its present purposes. Almost equally unsuited is the building for adaptation to dormitory purposes for university students. The dormitories are large, undivided rooms, approached by narrow stairways. There would be much expense in making the alterations and considerable loss in equipment well adapted for present purposes.

Nor could the power plant be utilized. It has sufficient capacity to care for another building like the present. It could not be added to without serious alterations in the present building, which contains beautifully-equipped dining-rooms, kitchen and laundry, as well as boiler rooms and small coal bin. The building is not a power house but a dining hall, with heating accommodation. To remove the dining and other rooms for adequate boiler, engine and coal storage space equal to that of the Power House at the Agricultural College, would involve more loss than the shell of a power plant would cost.

To attempt the conversion of the Institute to University purposes would mean the sacrifice of more than could be gained, and then there would still be the problem of finding suitable accommodation for the deaf. To return them to the Agricultural College would involve considerable expense in providing proper housing and equipment for them. Moreover, it is neither in their best interests nor in those of the students of agriculture for them to be joint users of dormitories, dining rooms, gymnasiums or teaching buildings. As a temporary expedient it could be tolerated, but to adopt it as a permanent plan is to sacrifice important educational interests.

To add to the group of buildings at the Agricultural College sufficient to accommodate both the College and the University, would require about \$1,000,000, so it was estimated. The water and sewer systems at the Agricultural College could care for four times as many buildings as at present. The Power House could supply at least twice as many. With a building well equipped with lecture rooms, a laboratory for Chemistry or Physics, and accommodation for Field Husbandry, the buildings at the Agricultural College could accommodate the combined student body without serious difficulty. The Medical School, would, of course, remain near the Winnipeg General Hospital.

(b) Economies in Power Plant

The economies that could be effected through amalgamation in current expenditures are also substantial. There is first the savings through the operation of one power plant instead of two, the present one at St. Vital and another at Tuxedo. A glance at a table given in the section dealing with the Agricultural College, shows that the operating expenses of a power plant will run from \$50,000 upwards. Two plants will at least require \$110,000

The College plant has staff and equipment sufficient to care for the additional buildings that would be necessary to accommodate the University there. The amount of radiating surface for which it now provides heat is considerably less than Edmonton's or Saskatoon's, although the plant has about the same boiler capacity. The only serious additional expense would be for coal. Even if that amounted to an increase of 25 per cent. it would add only about \$10,000 to present expenses. Thus in place of the costs of operating two plants there would be the cost of one with an additional \$10,000 for fuel, or a saving of approximately \$50,000.

(c) Administration

The charge for administration would be somewhat reduced by amalgamation. The business affairs of each institution are in the hands of a bursar or treasurer. If there was amalgamation the staff of either institution could not administer the affairs of both, but one bursar, with more junior clerical assistance, could manage both. Similar reductions could be made in printing, telephone, office and other requirements. The same is true of the management of the educational affairs through the registrar's office.

(d) Instruction

Substantial reductions in the teaching staff could be effected. The extent depends upon the similarity of the requirements of the Arts and Agriculture Courses in such subjects as Biology, Chemistry, Physics, Bacteriology, Mathematics, English and Economics, and the numbers now enrolled in each class. These departments would cease to be college departments and become university or general departments serving all the colleges. For example, an Arts department of Chemistry, an Agricultural department of Chemistry, a Medical department of Chemistry and an Engineering department of Chemistry, would be wasteful of men, of equipment and of laboratory accommodation.

Experience has shown that elementary courses in sciences could and should be the same for all classes of students. Where the numbers become very large, sections may be adapted to different groups for time-table, laboratory space and similar reasons.

General Physics in the University in 1921-22 was divided into Arts, Medical, Science and Pharmacy sections, the last two having classes of 17 and 14, the first two classes of 74 and 69. In the higher Physics all classes were small. The same was true of Chemistry, Botany, Zoology and Economics. In Mathematics and English the sections were larger, about 50, with two or three exceptions. Above were given the numbers in the classes in these subjects in Agriculture and Home Economics. They seldom filled a section.

It may be urged that the classes in the University are now at their maximum and new sections would be necessary for Agriculture. If that were true, today, it would not be true as soon as the University enrolment increases. For such increases do not come in blocks sufficient to fill sections. There will usually be some partially-filled sections in the elementary classes and always many in the advanced.

It may be claimed that the courses in Chemistry, for example, should be different for different groups. This "coloring" of elementary courses for different bodies of students is unwise. In these courses the students are learning Chemistry, or Physics, or Biology—not Agriculture or Medicine or Engineering. These courses are intended to give the students a grasp of fundamental principles. The "colored" courses lead to superficiality, the "plain" to a thoroughness and power of comprehension that are useful in the professional as well as the scientific fields.

Concrete Case

Abstract statement is less convincing than the concrete case. Below is given the actual enrolment of classes as given by the Registrar of the University of Saskatchewan, where students in Agriculture work side by side with students in other faculties:—

Degree students in Agriculture were enrolled in the following classes with students in Arts, Science and Engineering.

		Total Enrolment.	Of which there were in Agriculture.
*Chemistry	—1 Elementary	152	24
Chemistry	—2a Qualitative Analysis	37	11
	—3b Quantitative Analysis	34	14
	—7 Bio. Chemistry	16	4
	—8 Organic and Physical	60	7
	—8a Organic	32	5
	—8b Physical	25	1
*Physics	—1 General	71	13
Physics	—41 Engineers	16	1
	—42 Engineers	25	1
*Biology	—1 General	150	27
	—2 Heredity	33	3
	—5a Morphology of Plants ..	5	1
	—5b Physiology of Plants ...	5	1
	—6 Classification and Plant Distribution	20	14
	—14 and 15 Entomology and Parasitology	7	2
Mathematics	—1 (4 sections)	109	21
	—3	21	2
English	—1 (3 sections)	149	23
	—2 (3 sections)	121	13
French	—A	37	9
	—1	91	4
German	—A	23	2
	—1	16	1
Economics	—1	78	17
	—2	20	2
	—3	21	1
	—8	57	21

*Undivided for Lectures and sectioned for Labs.

If the agricultural students had been taught separately there would have been required the following additional professors at least: Two in Chemistry, one in Physics, two in Biology, one in Mathematics, one in French and German, one in Economics and one in English.

This is an increase of nine instructors. Against this increase there is the reduction of one or two who would not be required for the classes for the other students. This leaves a difference of seven or eight instructors for whom the expenditures in salaries at the usual rates would be about \$27,000.

There were other economies due to the teaching of students in the Associate Course in Agriculture, by instructors engaged for other work in the University. The following classes were attended by agricultural students only

and were taught by instructors giving the major portion of their time to other work:—

	Class No.	No. of Students.
Bacteriology	25	18
Biology	21	10
Biology	25	21
Chemistry	21	20
Economics	21	6
English	21, 22	56
English	23	5
Arithmetic	21	37
Physics	21	19

Had it been necessary to engage full time instructors for these students an additional four or five thousand dollars would have been required.

If the University and the College of Agriculture were on the same site and were using the buildings at St. Vital jointly, as is done in Wisconsin, Alberta and Saskatchewan, it is possible that by the use of the one group of buildings there would be saved \$100,000 in interest on the \$2,000,000; the additional amount necessary to build on a separate site; about \$50,000 through the use of one power plant instead of two; and at least \$50,000 in salaries for teaching and administrative staff, or over \$200,000 in all.

UNION AS EDUCATIONAL POLICY

If it be educationally unwise to combine the College of Agriculture with the University, the proposed economies in money, buildings and men may be most wasteful. It has been held by some that agricultural education flourishes better apart and away from other branches. It has also been said by some that the atmosphere of a university is inimical to agriculture, drawing students away from the farms and belittling agricultural science and agricultural interests.

The experience of both Canada and the United States may throw light upon this question. In the United States, 19 states have kept them separate and 28 have combined them. In Canada, as in the United States, the earlier colleges of agriculture were separate institutions, the later in close association with universities; the latter now out-number the former.

In the United States seven leading separate Colleges of Agriculture are: Iowa, Michigan, Indiana, Massachusetts, Kansas, Oregon and North Dakota; seven University Colleges of Agriculture are: Wisconsin, Minnesota, Cornell, Illinois, Missouri, Nebraska and California. It is to be remembered that the separate institutions teach Engineering, and, some of them, nearly every subject taught in the Arts Faculty of the State University. Such separate institutions as those of Iowa, at Ames; Purdue, in Indiana; and Oregon, are universities.

It will generally be conceded that a generation ago the colleges at Ames, in Iowa; and Lansing, in Michigan, were the foremost in the union, while in recent years very great contributions to agricultural science have come from Wisconsin, Cornell, Minnesota and Illinois. In the vigor and quality of their staff, the numbers and character of their students, in their influence with the people of their states, in their extension work, no less than in their researches, the four colleges last named stand among the first in the union.

The question of the relation of colleges of agriculture to universities has been a fruitful topic for discussion and experiment in the United States. The arguments usually advanced may be summarized as follows:—

(a) Reasons For and Against

The principal objections to their union are:—

- (1)—Agriculture may be starved by an indifferent board of governors.
- (2)—Agricultural students may be drawn away from the farms.
- (3)—University classes in the sciences are not adapted to the needs of students in Agriculture.
- (4)—Possibility of friction between the Agricultural group of students and staff and other groups.

The principal reasons for union are:—

- (1)—Union has a beneficial effect on the educational standards of both college and university, and in broadening the sympathies of both.
- (2)—Union brings about a better understanding between the leaders in Agriculture and leaders in other activities of the state. Where students who are looking forward to Teaching, Law, Medicine, the Ministry or Engineering are trained with those making Agriculture their life work there will be better understanding and better co-operation between them in after life.
- (3)—Agricultural Research will be greatly facilitated by attracting the interest of the Science Specialists in the university and by co-operation between them and Agricultural investigators. The greatest advances are being made by the application of the pure sciences to the fundamental problems in Agricultural investigation.
- (4)—The social effects of union among the students are reproduced within the state. The friends of the college and the university are not arrayed in opposing camps determined to magnify their institutions at the expense of the state.

This division of interests has led elsewhere to duplication, waste, extravagance and a bitterness and hostility inimical to the best interests of education and the country.

(b) California Commission

Two sets of opinions are given below. The first are recent and taken from the Report of a Commission appointed by the State of California, in 1921. The problems which called for this commission were occasioned by the lack of sufficient good land at Berkeley, California, near the University, for the College, and the possession of sufficient excellent land at Davis, sixty-five miles distant, where agricultural students were receiving part of their training. Should agricultural work be withdrawn from Berkeley and centralized at Davis, or should it be kept at Berkeley, notwithstanding insufficient land and difficult conditions? The opinions quoted are from representative men in separate institutions in Oregon, at Purdue, at Ames in the State of Iowa, and in Massachusetts, and united institutions in Minnesota, Wisconsin, Illinois, Cornell, as well as from officials of the United States Department of Agriculture

(Separate Institutions Are Indicated)

“President Kerr of Oregon Agricultural College (Separate) was of the opinion that contact between agricultural students and men in other lines of work was of the highest importance, and attention was called to the fact that Oregon Agricultural College has this feature, since it is not an agricultural school but a university of applied sciences. President Kerr stated unequivocally that despite the great difficulties of the situation,

it was his opinion that the College of Agriculture would lose its prestige and power for accomplishment if wholly separated, either physically or administratively, from the University of California, and that division of the course between Berkeley and Davis, would, therefore, seem to be the best solution."

"At the University of Minnesota the faculty of the College of Agriculture was unanimously opposed to separation, believing that a university offers a broader opportunity for students both in variety of courses and in opportunity to study under men eminent in lines of work outside of agriculture. Dean Coffey and others were not enthusiastic over the division of instruction between Berkeley and Davis, but stated if forced to choose between this and complete physical separation from the State University, they would immediately choose the former as the lesser of two evils."

"Both President Birge and Dean Russell, at the University of Wisconsin, stressed the fact that the College of Agriculture is so closely knit into that institution that no one in the state would consider the advisability of separation. Dean Russell spoke of the splendid team work between the College of Agriculture and the other departments of the University, and the great advantage of having men working on a research problem from different points of view. Separation in his opinion not only splits the campus, but also educational effort. President Birge stressed the economy of a united institution and its advantage to agriculture in that funds sorely needed for other purposes are not expended on basic scientific and cultural courses. The reaction of Dean Davenport and others at the University of Illinois, was precisely similar to that expressed at Wisconsin."

"The opinion expressed at Purdue (Separate) was that an Agricultural College, to achieve its destiny, must be connected integrally with a great university, and that while land was also a prime requisite, it need not be of great area adjacent to the campus. Grave doubts were expressed as to the divided course, the opinion of Dean Coulter being that it would not provide the atmosphere necessary to strengthen the intellectual fibre."

"According to Dean Curtis, of Iowa State College (Separate) the plan of divided instruction would have formidable difficulties under any conditions, and would be practically impossible without land at Berkeley. Speaking from the experience of Iowa, he stated that taking agriculture wholly away from the State University would be the last alternative considered by the Commission, and that the state would find it economical and efficient to condemn city blocks if necessary, in order to maintain the unity of higher education."

"Dean Mann, of Cornell, advised strongly that all work be centralized at Berkeley. In his opinion, divided instruction between Berkeley and Davis would inevitably result in two four-year institutions, neither of which would properly meet the needs of agriculture. If this resulted ultimately in all agricultural work being given at Davis, the outcome would be most unfortunate for agriculture, because in the ensuing jealousies and contentions, the University, as in all other states, would have the advantage. He pointed out the fact that a separate institution always has a bitter struggle to maintain the liberal work necessary to supplement its technical course, and as the experience of Iowa State College has shown, can never hope to play its proper part in the field of graduate study. Former Dean Bailey strongly confirmed this opinion, stating that with the one hundred acres, a college at Berkeley would be superior to any separate institution. 'All separate institutions,' he said, 'are going backward, and a state which adopts the policy of separation today dooms its Agricultural College to mediocrity.' "

“President Butterfield, of Massachusetts Agricultural College (Separate) saw no reason to believe that divided instruction with a junior college at Davis and a senior college at Berkeley would not succeed. He expressed his own belief in a strictly agricultural college, not connected with a university or diluted with Mechanic Arts or Engineering, but admitted that the tendency was all the other way.”

“Doctor True, Doctor Allen and Professor Crosby, of the United States Department of Agriculture, met with the California Commission in New York, and held a long conference on the whole question of agricultural education. A general outline of the ideas expressed at this conference is as follows:—

“When the separate colleges of agriculture were established there were not state universities, and such institutions as did exist were of the old classical type, neither qualified nor willing to teach agriculture. This condition has radically changed in the last fifty years, and now the colleges of agriculture united with state universities, are at least as successful as the others. The great advantages they have are the much broader possibilities of research and the finer training they can give for agricultural leadership by reason of the contacts they offer with every phase of professional life. The agricultural student should receive instruction not only about agricultural production and farm management, but also about rural economics and sociology, and the relations of agriculture and country life to other occupations and interests. We do not want the leaders of the farm people to cultivate too much class feeling, but rather to be interested in their relations with other people, and to get a broad vision of community, national and world problems. Severance of an agricultural college from a university at this time should not be considered for a moment. It is out of line with all modern ideas. All the science, economics, sociology and other stores of knowledge, all the opportunities of student contact of a great university should contribute to the broad training of the agricultural student.”

“The opinions set forth in the preceding paragraphs are those expressed by various educators. They were unanimous in opposition to separation, either physical or administrative, of a college of agriculture from a state university; doubtful of divided instruction except as an alternative to separation, and generally favorable to the location of the whole college at the site of the state university, even if highly expensive land must be condemned to make this possible.”

(c) Canadian Commission

In 1908 a Canadian University Commission made an investigation. From its report the following opinions have been taken:—

Of separate colleges, Principal Black, of Manitoba; President Storms, of Iowa; and President Creelman, of Guelph, declared in favor of separation, the latter with a qualification in favor of union in a new country. President Stone and Dean Skinner, of Purdue Agricultural College, and President Snyder and Dean Shaw, of Michigan Agricultural College, declared that conditions had changed within the last fifteen or twenty years, and there was now no justification for separating new institutions.

“From united institutions all the declarations were in favor of union, and all were emphatic. President Van Hise, of Wisconsin, said that where the institutions were separate the waste of division was so great and the rivalry so demoralizing, that it would pay to rase one set of buildings. He declared that agricultural students were a salutary influence in the university. There was no unsuitability in university courses for agricultural students, no starv-

ing of agriculture. Rather, agriculture got more than its share. For the burden of the sciences was borne by the university and all the agricultural vote went exclusively to agriculture. In separate institutions the large vote was expended on Engineering, Home Economics, the liberal Arts and pure sciences, as well as on agriculture."

"Dean Russell, of the Wisconsin College of Agriculture, was emphatic in condemning division. Dean Waters, of Missouri College of Agriculture, who had served in a separate college, been a member of the committee which had investigated Utah's problem, declared: 'It would be a blunder of the first magnitude' to separate college and university. Dean Davenport, of the Illinois College of Agriculture (once a believer in separation), and Dean Randall, of the Agricultural College of Minnesota, were strongly in favor of union, declaring that the objections about the unsuitability of university classes, the drawing away from the farms, prejudice against agriculture and the starving of agricultural departments, were baseless. President James, of Illinois University, declared there was no doubt that in the interests of the agricultural college itself, as well as in the interest of the university, the college of agriculture ought to be part of the university. President Houston, of Texas (afterwards secretary of agriculture in Woodrow Wilson's Cabinet), said: 'In my judgment it is a hideous mistake to separate the agricultural from the other university work.' President Hill, of Missouri, from a wide knowledge of conditions in the middle West, pointed out the duplication, waste, strife and lower standards due to division. In Nebraska, where the agricultural buildings are three miles from the main campus, though the management is one, there has been a good deal of duplication of work and additional expense."

"President Pritchett, of the Carnegie Foundation, wrote of the evils experienced by western states, which, for political reasons, instead of founding a single strong university, had split the university into sections to gratify different localities. This has been not only wholly demoralizing to the institution, but in the end would be demoralizing to the state legislature, since the detached portions become rivals."

That union of the college of agriculture with the university, under a single board of management is wise educationally and economical financially, is borne out by the opinions of the California and Canadian Commissions already cited. That union is better than separation is shown by the action of certain states in seeking an escape from the evils of separation and the absence of any attempt to separate institutions that are united, and the adoption of a policy of union where institutions have been recently established. In Canada, the last separate college of agriculture was established in 1903 in Manitoba. Since then the colleges of agriculture at Macdonald, in Saskatchewan, Alberta and British Columbia have been established in close association with universities.

Perhaps the best commentary upon the workings of separate institutions is to be found in the attempts to regulate them by commissions or central boards. A state does not resort to these measures until the evils have become serious. In every case the problem is to correct the evils either by consolidation, or by central control or conference.

(d) Manitoba College Alumni

This steady movement of opinion in the direction of the consolidation of colleges and universities elsewhere has been reflected in the change of opinion that has taken place recently in this province. In 1913, so adverse was the opinion of agricultural leaders to union that the proposed coming of the University to Tuxedo seemed to accelerate rather than deter the removal of

the College to St. Vital. Even the slender tie of affiliation with the University was severed.

In 1918 when the question of site for the University was re-opened, and the governors of the University inquired about the possibilities of amalgamation, the agricultural interests opposed it, and even the advocates of the idea did not contemplate much more than placing the two institutions on adjacent sites. The decision between the Tuxedo and St. Vital sites was based at that time not upon the educational and financial advantages of union of the College and the University, but upon the relative convenience of the two sites and the position of the University on the ground at St. Vital. The possibility of future amalgamation arising from juxtaposition of location did not seem to be vital to the governors in 1919. Public opinion at that time had not become actively in favor of a union of the College of Agriculture with the University, though a few hoped that proximity of location would, in time, bring effective co-operation and interchange.

Since then there has been a change of opinion. The press has made favorable comments on union and public leaders have supported the idea with such power and zeal that the people have passed from an attitude of sympathy to one of active interest. The Alumni Association of the Manitoba Agricultural College (men trained in a separate college by professors, many of whom were graduates of separate colleges), at a meeting held in Brandon, July 4th, 1923, discussed the question of amalgamation of the College and the University, and after considerable discussion adopted the following resolution by a unanimous vote:—

“Resolved, that the Alumni Association of the Manitoba Agricultural College is in favor of merging the Agricultural College with the University, making it a department of the University, and that the University or such portions of it as can be moved to the Agricultural College site be moved as soon as it is deemed possible.”

The secretary of the Alumni Association reports that: “In support of this resolution many strong arguments were brought up, and we would respectfully submit a few of the more outstanding for your consideration:—

“1.—Amalgamation of all colleges with the University on the present Agricultural College premises would result in considerable saving to the provincial exchequer, by providing a permanent home for the University at reduced cost for buildings and by centralizing laboratories and instruction in science and similar subjects at present taught by duplicate staffs.

“2.—Agriculture would benefit by greater recognition of the B.S.A. degree both at home and abroad. This would apply particularly in the case of students seeking advanced work at other universities.

“3.—More definite progress would be made towards advanced courses in agriculture being offered in the near future by our own institution.

“4.—The students of all the colleges would benefit by meeting more often in the various phases of university life, and from the wider contact secure a breadth of vision of value to our national welfare.

“5.—A wider field of development for the University and all it stands for would be provided.”

THE SITE

To effect the economies desired and to carry out the closest co-operation between the University and the Agricultural College, both institutions should be under one management and on the same site. A single board of manage-

ment, whether the institutions are together or six miles apart, is desirable, to prevent duplication, eliminate waste and secure better co-operation. A single board for two institutions three or more miles apart has worked well in Minnesota and Nebraska.

To attain the best results, educational as well as financial, both institutions should be on the same site, sharing in the use of the one group of buildings. To make this possible the University must move, for the College of Agriculture cannot move without sacrificing an expenditure of \$4,000,000 for land and buildings.

(a) The Broadway Site

The University will be obliged to build in the near future and must decide where it will build. The Broadway site, which contains six and one-half acres, was declared by the University Commission in 1910 to be inadequate for future needs. No one, since then, has seriously questioned their decision. Additions could be made to the site by purchase, but at a cost out of proportion to the benefits to be received. The Board of Governors, as late as January, 1919, recorded their opinion in the following resolution passed unanimously:—

“That the Board declare its judgment that the present University site, with such extensions as there is reasonable expectation of being able to secure in the vicinity, would prove inadequate for the future needs of the University.”

The Broadway site, if enlarged, will always be divided and exposed to the distraction of heavy city traffic, and can not provide for proper athletic activities or residential facilities for the students. So fully have the limitations of the Broadway site been realized that no one has seriously advocated the University's abandonment of the idea of seeking a more suitable place.

On the other hand no one has proposed that the University surrender the Broadway site, which it holds on lease. It may prove very useful for business and evening classes or junior college work when the University moves to a larger site.

(b) Tuxedo or St. Vital

Two alternatives to the present site have been seriously considered, and two only. Both Tuxedo and St. Vital offer ample grounds in attractive surroundings, and though Tuxedo has the advantage of being nearer to the city it has the disadvantage of requiring a larger expenditure for buildings. It will require at least \$3,000,000 to provide for the accommodation of the University at Tuxedo and about \$1,000,000 for additions to St. Vital. To this economy in capital expenditure there should be added the important educational and social advantages of union, which are possible if the University moves to St. Vital.

There are two difficulties in the way—the distance of St. Vital from the city and the Tuxedo agreement. The distance from the city will grow less important with the increase of population and better transportation facilities. When the University moved from the McIntyre Block, on Main Street, to Broadway, in 1899, St. John's College protested against its removal so far from the centre of the city. The population of Winnipeg was then between 30,000 and 40,000. The addition of 150,000 people has made Broadway quite central. In the same way the growth of the city will bring St. Vital nearer the centre of population.

(c) The Tuxedo Agreement

There remains the question of the agreement with the Tuxedo Holding Co., Ltd., the owners of the Tuxedo Park site. It was signed November 11th, 1919, and approved by Order-in-Council.

The more important portions of the agreement are:—

“AND WHEREAS, as a part of the consideration for the transfer of the said lands and premises to the University it has been agreed by and between the parties hereto that they shall enter into the covenants and agreements hereinafter contained;

“NOW THEREFORE, in consideration of the premises, the parties hereto mutually covenant and agree to and with each the other of them as follows:—

“(1)—The University hereby covenants and agrees with the Company that the said lands and premises shall be used in the future as the main site for the buildings of the University.

“(2)—The University further covenants and agrees with the Company that within seven years from the day of the date thereof the University will begin the erection of the University Buildings upon the said land in pursuance of such plan or scheme as may from time to time be approved by the University.

“(3)—And that the said lands, until the year A.D. 1960, shall be used by the University and for its affiliated Colleges solely for educational purposes.

“(6)—And that until such time as the University begins the erection of the University Buildings on the said lands it will, in each year, expend a reasonable amount of money in improving the said lands by way of tree planting, sowing grass, and otherwise beautifying the same in a manner that will subsequently be suitable for the University's purposes.

“(7)—It is further agreed by and between the parties hereto that sites of not less than four or more than ten acres, as may be determined by the University, may be donated by the University out of the lands to each affiliated College of the University as a College site, or may be leased to any such College upon such terms as may be agreed upon between any such College and the University. Provided that in case any land is donated to any such College, the title to the portion so donated may be vested in such College as soon as it begins the erection of a College building thereon.”

(d) The Steps that Led to it

For a better understanding of the bearing of the Agreement it will be necessary to describe the circumstances that led up to it.

In Mr. Pitblado's narrative of the steps taken by the University to secure a new site it appears that as early as 1907 the question was discussed. Shortly afterwards an offer of a large and attractive site was made by the owners of the Tuxedo Park. This offer was embodied in an option requiring the University, within six years from 1910, to expend \$20,000 on grounds and \$150,000 on buildings for the University. The option was accepted by the University.

One of the considerations which made this site acceptable to the University Council was its proximity to the site then occupied by the Agricultural College, many members of the Council holding strongly that the educational interests of the province from the point of view of both efficiency and economy, would be best served by co-operation between the College and the University, and that the site under consideration would make this possible, when the logic of events should convince the governing bodies of the two institutions.

Shortly after negotiations for the acquisition of the Tuxedo site were entered upon, a new site for the Agricultural College was secured at St. Vital,

to which the College was removed as soon as the necessary buildings were erected.

The government of the day was unwilling to grant aid to the University for the erection of buildings on the proposed site at Tuxedo, but intimated its willingness to give as a site for the University (if the University made the request) a piece of land covering some 137 acres, between the new Agricultural College grounds and the Red River. There was also an understanding that the government would come to the aid of the University with a grant of \$200,000 for the erection of an engineering building. The request was formally made; the government granted the site and made an appropriation of \$200,000 for building in accordance with the understanding referred to.

Before these plans could be carried out the war intervened and University development was at a standstill. In 1915 a change of government took place and the reorganization of the University again became an active issue. The University Act was amended in 1917, and a new governing body constituted to take the place of the University Council in all matters relating to the business affairs of the University.

During the period of inactivity that followed the outbreak of the war, the option on Tuxedo site had been kept alive, and became an important factor in the discussion of the new Board of Governors concerning a permanent site.

This Board, at a meeting held November 21st, 1918, received notice from Mr. Riley that at the next meeting he would move "that the Board declares its judgment that the present University site, with such extensions as there is reasonable expectation of being able to secure in the vicinity, would prove inadequate for the future needs of the University." The Chairman and Vice-chairman of the Board were appointed to interview the government and ascertain its opinion as to future relations of the University and Manitoba Agricultural College and as to the financial support that would be accorded the University for development with respect to buildings, equipment, etc. The same committee was requested to negotiate further with Mr. D. R. Finkelstein, of the Tuxedo Holding Company, with respect to the continuation of the University's option on the Tuxedo site.

On December 4th, President Maclean submitted the following memoranda for the consideration of the Board:

"(1)—That the Board of Governors lay before the government and the legislature the necessity of immediate provision for the erection of University Buildings of a permanent character and especially adapted to University purposes, and that the Committee appointed at the previous meeting of the Board in the matter be instructed to proceed at once to prepare a plan for such buildings and an estimate of their cost.

"(2)—That the appropriation for permanent buildings should include an estimate for a Medical Building for instruction in medicine and pre-medical science, to be constructed next summer on the ground adjacent to the present Medical College."

These were adopted by the Board.

On December 12th, the Board agreed, in view of the difficulties attending the selection of a site to arrange an interview with the members of the government, or with a committee thereof, to discuss the whole matter of selection of a site.

On the 15th of January, 1919, the Governors of the University interviewed the government and immediately thereafter met. Mr. Riley's motion, "That

the Board declares its judgment that the present University site, with such extensions as there is reasonable expectation of being able to secure in the vicinity, would prove inadequate for the future needs of the University," was put and carried unanimously.

It was then moved, seconded and carried, "That the preference of the Board of Governors is for the Tuxedo Park site if satisfactory arrangements can be made with the owners thereof."

It was then moved, seconded and carried, that "In the event of the Tuxedo Park site, for any reason, not being satisfactorily arranged for, the Board would be prepared to consider the St. Vital site, but only on the condition that the land in front of the present Agricultural College would be available for University buildings."

It was then moved by Dr. H. H. Chown and seconded by Dr. James McKenty, "That in the interests of higher education in all departments of this province, it is desirable that the Agricultural College and the University be united under a new Board, to be appointed by the government." This motion was lost by a vote of three for, four against.

The chairman was requested to report to the minister of education the decisions of the Board.

On February 21st, the chairman reported that the minister of education had not been favorable to the Board entering into an understanding with the owners of the Tuxedo site that University buildings would be begun thereon within five years, and that Mr. Finkelstein had finally agreed to a time limit of seven years, and would, in addition, accept the proposition to donate from the property a site for the Provincial Deaf and Dumb Institute, the building of which was to be completed within one and one-half years. If the difficulties centering around the provision of water and sewer facilities for the proposed Institute were adjusted, the arrangement in general would probably go through, the government undertaking to pay the arrears of taxes.

These difficulties were overcome, and on October 30th the Lieutenant-Governor-in-Council authorized the University to enter into the agreement, which was completed November 11th, 1919. Following the agreement with the Tuxedo Company the University and the province paid the accumulated taxes and made other expenditures on the site at a total cost of more than \$50,000. The province also erected the Institute of the Deaf, at a cost of over \$1,000,000, on a portion of the site, and this building was accepted by the Company as a part of the building program. The building is of stone and worthy of a place in the University group, rivalling the legislative buildings in beauty.

Nearly two years later the Board decided to press for action with regard to plans for development on the Tuxedo site. On November 25th, 1921, the Board considered the report of the Building Committee, which pointed out the urgent need for more accommodation and the importance of initiating the work of developing the Tuxedo site as the permanent home of the University of Manitoba. The committee recommended that the approval of the government be sought for the plans of buildings so that construction should begin in 1923.

The committee was "of the opinion that to erect sufficient buildings to provide the necessary accommodation and to make possible the occupation of Tuxedo would involve expenditure of, say, \$3,000,000, which the legislature should be asked to provide in, say, six annual instalments of \$500,000 each, commencing with the year 1923."

The committee placed itself on record as "not favoring the erection of additional temporary buildings on the Broadway site unless circumstances arise which leave no other course open."

The recommendations of the Building Committee were adopted by the Board and sent forward to the minister of education with the suggestion that the Board would be pleased to take up the matters mentioned with the government at any time convenient to them. Nothing came of the correspondence. Within a few months there was a change of government. The new government appointed a Commission to consider, along with other matters, "The possibility of readjusting the relations of the higher institutions of learning so as to provide for their extension in the future, lessen the burden of their support, and increase their service to the Province."

This Commission, in considering the reduction of expenditures by the co-operation of the Agricultural College with the University, found themselves confronted with the question—Does the agreement preclude the selection of any other site than Tuxedo by the University?

(e) Does the Agreement Preclude the Selection of Another Site?

Section (1) reads:—"The University hereby covenants and agrees with the Company that the said lands and premises shall be used in the future as the main site for the buildings of the University."

If the University is precluded from selecting another site or retaining its present site as the main site, does the agreement compel the University to build and enter upon the Tuxedo site? Section (2) reads.—"The University further covenants and agrees with the Company that within seven years from November 11th, 1919, the University will begin the erection of the University Buildings upon the said land in pursuance of such plan or scheme as may from time to time be approved by the University."

Mr. Pitblado, chairman of the Board of Governors, who had taken an active part in the negotiations leading to the agreement, appeared before the Commission, at their request, and gave evidence, not as a representative of the Board but in his personal capacity, and said:—

"So far as the Government of the Province of Manitoba is concerned, and so far as the University is concerned, the Tuxedo Park site has been selected as the site of the University, and we are under covenant and contract.

"In 1917 we were under no covenant to build, but under the new agreement with Mr. Finkelstein, we are. He would not give us such an agreement unless we entered into a covenant that we had to build."

When Mr. Pitblado was asked:—

"Would that oblige the legislature in the future to give us a couple of million of dollars for building," he replied: "No." He added: "It would probably affect the land endowment of the University. If there was default then we had an endowment which might be available to satisfy the claim made against us."

From this it appears that the agreement is a contract binding upon the University, but that it does not oblige the legislature to vote the money required by the University to carry out the contract. In that event the University would be liable to an action for damages. The Commission have reason to believe that competent legal opinion would hold that the court would not order specific performance of the contract requiring the University to build or to retain the Tuxedo site. What would be the nature and the amount of

the damages that the Company might claim or the court might award in case the University did not obtain release from the agreement, is a matter of conjecture.

Your Commission holds that no temporary inconvenience due to a change of site or immediate loss from a possible claim for damages should debar the government or the University, which seeks to serve the province, from considering and adopting any policy for the readjustment of the relations between the College of Agriculture and the University that would result in greater and more permanent benefits to the people of Manitoba.

The Province of Manitoba, through its representatives, must make a decision at an early date between the prospect of possible damages for failure by the University to carry out the agreement and the benefits that will follow from union of the College of Agriculture with the University. These benefits represent an annual saving of \$100,000, the interest on \$2,000,000, the difference between the estimated capital expenditure required for removal to Tuxedo and St. Vital, and an annual saving in the current expenditures of another \$100,000, which together exceed the interest on a capital sum greater than all the capital assets of the University, including the land endowment and other trust funds.

These savings in money are not the greatest or most important benefits that will follow the union of these two agencies for the well-being of the people. Union will combine the intellectual forces of the sciences and agriculture in attacks upon the problems that threaten the very existence of successful agriculture, and it will generate an atmosphere of mutual understanding and good-will between the boys from the country and from the town that will unite them in a way that will hold throughout life, and bind the leaders of the nation in a brotherhood of service to their country and to humanity.

After careful consideration of all phases of the service which the College and the University may render to the province, and the most efficient and economical manner in which this can be done, the Commission has come unanimously to the following conclusions:—

(1)—That in the interest of efficiency and economy the management of the business affairs of the College of Agriculture should be intrusted to a board of governors with an advisory council to supervise educational policy.

(2)—That to prevent duplication and waste and to secure the utmost co-operation and efficiency the College of Agriculture and the University should be under one board of governors, composed of representatives of all interests.

(3)—That this board should have an opportunity to work out a policy for these institutions that would render the maximum of service to the province with the minimum of expense.

(4)—That sound educational policy as well as financial advantage demand that the University and the College should be placed on the same site and co-operate in the fullest manner possible.

(5)—That the affiliated colleges will in time find sites of great beauty and attractiveness on or adjacent to the St. Vital campus in close association with the College and the University, where they will be in contact with every phase of the life of the province, rural as well as urban.

(6)—That the School of Medicine, now conveniently situated near the Winnipeg General Hospital, nearly two miles north-west of the Broadway site, must remain near the Hospital rather than follow the University either to St. Vital or to Tuxedo, until such time as adequate hospital facilities may be available near the University.

(7)—That the Law School, until the teachers and the students are giving their full time to the work of the school, may remain near the Law Courts, but that in time this school, like the great Law Schools at Harvard, Michigan, Yale, Columbia and Chicago, will derive greater and more lasting benefit from the close association with the University than from proximity to the Law Courts.

(8)—That the University can transfer the major part of its activities from Broadway to St. Vital gradually, beginning with those schools which are more detachable, such as Pharmacy and Engineering, and the more highly-specialized departments, leaving the work of the first, and possibly of the second year in Arts to be done on the Broadway site.

(9)—That better than casual suggestions for the carrying out of a policy of co-operation is unity of control and management, inspired by a spirit of good-will and understanding, devoted to the service of the province without regard to the peculiar interests of any class, persons or places.

Your Commission therefore recommends:—

(1)—That the work of the College of Agriculture, the professional schools and the Faculty of Arts be co-ordinated within the university system under a single board of governors, with responsibilities and powers similar to those of the present Board of Governors of the University.

(2)—That this board consist of twelve members to be appointed by the Lieutenant-Governor-in-Council, to hold office for four years, three retiring each year.

(3)—That for the supervision of the work of the College of Agriculture an advisory council of nine members shall be chosen and empowered as follows:—

(a) It shall be the duty of the council and it shall have power:

To inspect the grounds, buildings, equipments, accommodation for students and the work of the College of Agriculture.

(b) To consider all general regulations or statutes of the University respecting or governing the work to be carried out by the staff of the College of Agriculture, including the extension work of the College.

(c) To inquire into and discuss the plans and means to be adopted to secure to the people of the province the greatest possible advantage from the College of Agriculture.

(d) To report annually to the University Council and the Board of Governors of the University on all matters which come within its jurisdiction as herein set forth, and to furnish the Lieutenant-Governor-in-Council with a copy of such report.

(4) That for the better co-ordination of the work of the Faculty of Agriculture with that of other faculties within the University system, and for the development of the spirit of unity and the closest co-operation possible in matters of general interest, the Faculty of Agriculture take part in the General Faculty Council on the same terms as the Faculties of Arts and of the professional schools in the oversight of the following among other matters of general interest:—

(a) Graduate and research work.

(b) Extension and publication activities.

(c) General conditions of admission.

(d) General interests of the student body, such as athletics.

(e) Matters affecting the University as a whole.

Appendix A

MEMORANDUM

FROM THE

CARNEGIE FOUNDATION

FOR THE

ADVANCEMENT

OF

TEACHING

TO THE

COMMISSION ON EDUCATION

MANITOBA, CANADA

NOVEMBER 27, 1923

CONTENTS

	Page
I. Growth of Higher Education in Manitoba	41
II. The Problem of a Location for the University	42
III. Desirable Readjustments in Manitoba's University System	46
1. Administrative Reorganization of the Pro- vincial Agricultural College ..	46
2. A Suitable Location for the University of Manitoba	48
(a) The Central Site ..	49
(b) The Tuxedo Site	50
(c) The St. Vital Site	51
(1) Educational Aspects of Con- solidation	51
(2) Financial Aspects of Con- solidation	55
3. Revision and Redefinition of the Relations between the University and the Affiliated Colleges	58
IV. Summary	61

December 21, 1923.

My dear President Murray :

With this I transmit a report by Dr. William S. Learned, of the Carnegie Foundation, setting forth his observations upon the problem of higher education in the Province of Manitoba, and particularly as that problem is related to the provincial university and to the provincial agricultural college. This study has been made from the point of view of one interested in education in the whole of English-speaking North America, and aims to set forth the conclusions and considerations which have been reached by Dr. Learned after his visit and examination of these institutions and of those of neighboring provinces. The Carnegie Foundation will be gratified if the report of Dr. Learned shall prove of value to you and your colleagues and to the province.

I am, faithfully yours,

HENRY S. PRITCHETT,

President.

President Walter C. Murray,
Chairman of the Commission on Education,
Manitoba, Canada ;
University of Saskatchewan, Saskatoon, Saskatchewan.

Dear Dr. Pritchett:

The service desired from the Carnegie Foundation for the Advancement of Teaching in connection with the Commission on Education in Manitoba is explained in the following paragraph from the Commission's official instructions:

"To inquire into and report upon the possibility of readjusting the relations of the higher institutions of learning so as to provide for their extension in the future, lessen the burden of their support, and increase their services to the province."

The further business of the Commission was to inquire into the facilities and services of the elementary and secondary schools, especially those in the less developed districts. As the nature of the inquiry had already been determined, and the hearings of the Commission were under way when the Foundation was called upon, it seemed appropriate for the representative of the Foundation to acquiesce in the procedure and sit with the Commission at such sessions as were concerned with evidence on the matters indicated above. I attended four of these hearings at Winnipeg, October 9th to 13th, 1923, and was supplied with copies of such printed and manuscript material as had been presented.

In addition to this, I went carefully over the various university sites at issue in the discussion, and was shown most of the buildings and equipment, including the affiliated colleges. Certain supplementary statistics were produced at my request. I did not, however, initiate comprehensive inquiries which could be characterized as a "survey," or seek in any way to go behind the evidence presented to the Commission.

Because of the nature and sources of the available information, the memorandum offered herewith has to do chiefly with such broad questions of educational policy as rest upon facts that are generally understood and admitted.

Yours faithfully,

WILLIAM S. LEARNED.

I. GROWTH OF HIGHER EDUCATION IN MANITOBA

With the exception of a Baptist College at Brandon and certain normal schools that give brief technical training of an elementary character, the story of higher education in Manitoba is the story of the provincial university. It was founded in 1877 on the model of the University of London, as an examining body only, instruction devolving upon a group of affiliated colleges—St. Boniface (French Catholic), St. John's (Anglican), Manitoba College (Presbyterian), and later Manitoba Medical College (1882), Wesley College (Methodist, 1888), Manitoba College of Pharmacy (1902), Manitoba Agricultural College (1907), and Manitoba Law School (1914).

After various attempts on the part of the colleges to offer joint instruction, particularly in science and mathematics, an amendment to the University Act was secured, empowering the governing body of the University to provide instruction in the several faculties, and in 1900 three part-time lecturers were employed. In 1901 the Science building (\$65,000) was completed—except for the Medical School just finished, the only permanent structure ever erected for university purposes in Manitoba. Thereupon the development of university teaching began in earnest and has continued steadily to the present day. Engineering instruction was started in 1907, the College of Pharmacy became a part of the University in 1914, and the Medical College was added in 1919. Law is still partially under outside auspices, while agriculture and home economics are taught in an affiliated institution whose graduates receive university degrees. Examinations are held for dental licenses and for registration of nurses without corresponding instruction. A president of the university was first appointed in 1913, and in 1917 a provincial board of governors was established, consisting of nine members appointed by the government. By this change control was removed from the affiliated colleges and from the alumni where it had previously rested, and a typical provincial university organization was inaugurated.

While the internal growth of the University has been sound and consistent, its housing and material development have been singularly neglected. Apparently it could scarcely have been kept alive at all but for the cast-off clothing of the legislative and judicial branches of the government—gratefully assumed when these were provided with their present luxurious quarters. Indeed, it is almost incredible that during the quarter century of the University's existence as a teaching agency the sole capital outlay in its behalf from provincial moneys, aside from a medical grant to secure a gift from the Rockefeller Foundation, has been a barracks-like "emergency" structure, erected, over the protest of the governors of the University, in order to enable the landscape architects of the capitol grounds to remove an unsightly encumbrance! During this period the income from an endowment in Dominion land (150,000 acres) made possible the first, and except for the Medical School, the only real university building on the campus—the Science building referred to above. This land grant provided small allowances for improvements on the various "sites" under consideration, and contributed annually a varying sum to current expenses—in 1923, \$40,000.

Under these conditions the University has moved with caution; it has developed new departments only when the demand was pressing, and has kept each new field of professional training as long as possible on its original basis of private support. Even today it is educating 65 lawyers, at an annual cost of \$4,000, by this means. After 23 years, therefore, the province finds itself in possession of a good University, fully staffed and fairly well equipped, with

an enrolment of more than 1,800 students, not counting agriculture, home economics, summer school, extension, or short courses of all kinds, on which it has laid out, barring a forced gift to medicine, not a dollar of legitimate capital expenditure, and for current annual charges a slowly increasing sum, which reached \$10,000 in 1907-1908, \$100,000 in 1915-1916, and about \$315,000 in 1922-1923.

The effect of this treatment upon the spirit and morale of the University is everywhere apparent and is aggravated by another situation likewise beyond its control. Not only are its accommodations thoroughly commonplace, uninspiring and congested, its very location is in controversy and has been for the past 16 years. So threadbare is the question that the institution has apparently settled down into its discomfort without hope of relief. Under the eaves of the provincial capitol and shoulder to shoulder with the law courts, whose outworn shell it occupies, it lies mid-stream in all the partisan political and litigious life of the province. The main thoroughfare connecting its most important buildings runs between the gaol, with gangs of prisoners passing and repassing, and the smoking chimney of the central heating station! As a place for eliciting the finer perceptions of young men and women through the educative influence of a wholesome and impressive environment, this leaves much to be desired.

Uncertainty as to location effectually neutralizes all of the wider calculations, not only of the University, but also of the affiliated colleges which now necessarily find themselves dependent upon it. Consequently, instead of a settled life and growth in gradual fulfilment of large and inspiring plans, the institutions find all operations inconvenient and any growth objectionable because of such conditions. It is astonishing that the most significant and precious institution that the community possesses can have been so long sacrificed to obviously less important considerations.

II. THE PROBLEM OF A LOCATION FOR THE UNIVERSITY

Certain aspects of the question where the provincial University should properly be placed are likely to be misjudged by an outside observer, who may be unfamiliar with the tendencies that affect the situation. On the other hand, no institutional problem is more frequently complicated by vested local associations that are really of secondary importance, if indeed they should be considered at all. The University is the chief educational institution, not primarily of Winnipeg, but of Manitoba. There is, perhaps, in this case, therefore, the more reason for care that the determining considerations should be sound educationally, with a view to a long future, and that matters of more local convenience should not weigh too heavily.

The main features of the problem will first be stated, and then an attempt will be made to point out the educational values involved.

Three years after full-time instruction at the university had begun, the question of a permanent location was first seriously raised by the offer in 1907 of 150 acres in what is now the village of Tuxedo and contiguous to Assiniboine park, one of the finest of the outlying districts of Winnipeg. This offer was made with the frank explanation in certain of the papers in the case that it was not disinterested, but that the donors counted on the presence of the University to increase the value of neighboring property. Whether this wholly legitimate motive was purely commercial does not appear. It is important, however, in any case, to distinguish with some scrupulousness between the persuasion of interested parties and clear advantage to the University. The Tuxedo

site is perhaps 20 minutes by street car from the centre of the city. It lies in the direction of the city's most rapid and desirable growth. Though recently reduced to about 122 acres and likely, within a comparatively short time, to be shut in by a thickly settled residential community, it is large enough for most purposes of the University for some years. Its general environment is attractive, and it is itself an excellent property.

With the proposal to remove the University to Tuxedo, the Manitoba Agricultural College first comes into view, inasmuch as such a proposal could hardly have been made originally without a quick perception of the appropriateness of having these two institutions closely accessible at least, if not side by side.

The Manitoba Agricultural College was established in 1903, on the recommendation of a provincial commission appointed the year before. It was given a small site on the Assiniboine River less than a mile from what later was offered as a site for the University, and was opened in 1906, with a total equipment representing about \$600,000. Other reasons may have entered to dissociate the new college from the University with which it was later affiliated. It will be sufficient, however, to recall that in 1902 the university as a teaching body scarcely existed except in prospect. Actual instruction, such as was expected of this agricultural organization, had been done wholly by "affiliated" institutions. The new school was therefore placed under a separate board of directors and started on an independent course.

The College had been in operation for less than half a dozen years when, on the theory that there was insufficient room at that point for expansion, its location was exchanged for a tract of nearly 600 acres due south of the city, and distant about a mile further from the present central location of the University than is the Tuxedo property to the west. Here, about \$4,000,000 was lavished on a plant, going far beyond the actual needs of the college of 1913, and even today utilized to only a small fraction of its maximum capacity, except in those portions devoted distinctively to practical agriculture. The College site is a beautiful tract, picturesquely surrounded in part by one of the characteristic "ox-bows" of the Red River. It lies between five and six miles from the city, and is readily accessible both by highway and electric car.

Whether or not the original Tuxedo offer was based upon the proximity of that site to the old Agricultural College, that fact can hardly have failed to operate strongly in its favor. By 1913, however, the College was in full operation in its new location. Meanwhile, during the six years after the offer was first made, no government had been induced to secure title in the Tuxedo option by erecting there a building for the University. On the contrary, in 1913, the government of that time offered to the University 137 acres of land, constituting what is clearly, for university purposes, the most desirable portion of the new Agricultural College property, and it appropriated the sum of \$200,000 for the immediate construction of an engineering building on that site.

The reasons for this proposal on the part of the government and for its rejection of the Tuxedo property, as well as the reasons for the prompt acceptance of the new plan on the part of the University, do not appear in documents that have come before the present Commission. One may reasonably conclude, however, that these decisions were influenced, and probably determined, by the recommendations of the provincial commission appointed in 1907 to consider "the relations between the said university and the . . . other provincial educational institutions, and what, if any, changes are necessary or advisable

to accomplish a closer and more efficient relationship between the said educational institutions." This commission submitted its report in 1909 and although its members presented three varying conclusions on certain other points, their decision was unanimous that for educational reasons the University should locate as near the Agricultural College as possible, and should be conducted in close co-operation therewith. It is noteworthy, furthermore, in the light of later developments, that neither in the recommendations of the commission nor in the proposals of the government for placing the institutions side by side, is there any suggestion whatever of amalgamation or other merging than would automatically arise between two well-managed institutions covering in part the same fields.

As already indicated the council of the University accepted the offer of the government with apparent alacrity, plans were drawn, and construction at the new site on the first of an extensive group of buildings was about to begin when war was declared, and all building activity was temporarily suspended.

After the war, when the University authorities again turned their attention to the question of a permanent home both the University and the Agricultural College had undergone a fundamental alteration in their respective forms of government. Because of personal differences between the department of agriculture and an officer of the College whom the directors had upheld, the responsible board of directors at the College was displaced by what is virtually an advisory board, subject in all significant matters to the minister of agriculture, either directly or through the Lieutenant-Governor-in-Council. The jurisdiction of this officer includes every appointment from president to janitor, and extends even to the call for a meeting of the board itself, although the amendment (1919) provides, not without humor, that this shall apply only to meetings for which the members desire to be paid. By brief modifications in 1913, 1916 and 1919, of the original act of 1903, this important institution was removed completely from the controlling supervision and protection of a permanent, non-partisan and democratically-chosen board, and was entrusted to the personal direction of a single, temporary and politically-chosen official.

The transformation in the University was rather in the opposite direction. Although never subjected to the personal control of a single individual, the University, from its inception, had been both governed and administered by a large, increasingly unwieldy council, consisting of representatives from the affiliated colleges, from the alumni, and, latterly, from the government. As Dominion and particularly provincial funds were being drawn upon in steadily increasing amounts, with the clear prospect of eventually complete provincial support, the only possible solution was at length reached, and in 1917, after long agitation, the "council" was reduced in number, and was given the usual academic powers of a university senate, while the governmental function was lodged with a fortunately small board of governors (nine) appointed, without additions *ex-officiis*, by the government.

As a result of this change the University of Manitoba is today controlled by such a body as competent administrative experience of Canada and of the United States concurs in considering well fitted for its task. Its members might, with advantage, have been given longer terms; it is now possible for a government lasting three years to overturn the entire board, and experience goes to show that such close connection with the political administration greatly lessens the consciousness of stability and independence in an appointee. Certainly no University Board of Governors, however appointed, should be considered as an arm of the government in any sense. It is believed that in both

countries those trustees have rendered the finest service who, once chosen, have frankly insisted on representing, not the existing administration, but the educational interests of the people of the province or state, who have jealously guarded their institutions from outside, including official, interference or embarrassment, and who have with single mind subordinated every other consideration to one supreme object, namely, efficient educational service. To such a board, if well informed, patient and forceful, any government will usually defer in the end.

When the problem of a site for the University finally came up for consideration in 1918, the slate was apparently wiped clean, and the agreements of 1913 and 1914 seem to have been forgotten. According to the representations made to this Commission, the board proceeded to address itself to the government with a wholly new question—the amalgamation of the two institutions. Why it should have been supposed that a minister of agriculture who had just acquired a college of his own would wish to amalgamate is obscure. But it is still more difficult to understand the board's next step when this proposal received no encouragement. In the agreements of 1913 there had been no suggestion of amalgamation. The two institutions were to have operated side by side because of the great educational advantages to be derived from close association but they were to have remained merely affiliated enterprises. If amalgamation were ever to ensue, it would come as a natural result of association and habit. But in 1919, on learning that amalgamation was distasteful to the government, the board suddenly entered into a binding covenant to accept the Tuxedo property and secured an order-in-council to confirm it.

There may have been educational considerations to support this action, but they were nowhere set down. It is directly opposed to the only carefully studied conclusions on educational grounds that were available—those of the commission of 1907-1909. To be sure these commissioners were not experts, but they took much expert evidence, visited widely in Canada and the United States, and were unanimous in their findings on this point. The problem involved was partly a financial but largely an educational question, on which the utmost possible light should have been secured. It would seem to have been the duty of the governors of the University, as custodians of the interests of the whole province in higher education, and the duty really of no one else, to see that the light was turned on and kept on until the question was finally and properly settled. Had the decision of the trustees, reversing that of their predecessors, been arrived at on stated educational grounds, after all aspects of the question had been thoroughly and publicly examined, no exceptions could have been taken. It might have been a mistake, but it would have been a mistake in judgment. Under the circumstances it was certainly a mistake, for on the one critical element involved no judgment whatever appears to have been exercised.

The action of the University Board of Governors suggests one further element of possible weakness in the organization of the board itself. Neither the president nor the chancellor of the University is a member of the Board, and it is precisely the lack of such advice as these two educational representatives would almost certainly have given that underlies the action of the board in this case. "Close touch" is not enough; it should be impossible for the board to take any action without having its educational bearing fully canvassed and expressed in the recorded opinion of the chief executive.

The situation in 1923 remains the same that it had become in 1919. The University is legally bound by its agreement to erect on the Tuxedo property buildings of a certain value before the end of 1926. In default of such action

the status of the property and the damages, if any, due to the owners, must be left to judicial processes to determine. Meanwhile the province, heavily in debt and without funds wherewith to fulfill the above condition, has again, under a different government, opened up the question through this Commission: Is the capital expenditure required for the Tuxedo development the wisest step, from an educational point of view, that could be taken for the promotion of higher education in Manitoba?

III. DESIRABLE READJUSTMENTS IN MANITOBA'S UNIVERSITY SYSTEM

An outsider familiar with the history of this complex organization cannot fail to be impressed by the obvious success with which, in less than 20 years, with very little money, and in spite of a long disruptive period, a genuine university has emerged from a mass of heterogeneous and sometimes antagonistic elements. An organism of such vitality will inevitably discern and solve its own problems, especially those minor internal readjustments constantly required by a young and vigorous institution.

There are, however, certain major features less easily reached from within, that condition a broader usefulness than the institution has yet attained. Considered with particular reference to the instructions of the government to the Commission on Education, these are three in number. Two of them have been briefly touched upon in the foregoing paragraphs; the third is of very nearly equal importance, but has hitherto received much less attention from those interested in strengthening the University.

In discussing these measures the first endeavor will be to do justice to their educational merits and thereafter to consider their financial implications. It so happens that each suggestion appears to involve a distinct educational gain, together with a clear economy of funds—a combination which deserves attentive study.

1. Administrative Reorganization of the Provincial Agricultural College

It is proposed under this head that the procedure followed in 1914 and 1919 with respect to what were then the College of Pharmacy and the Medical College be applied also to the Agricultural College, and that the latter be constituted a separate faculty of agriculture in the University of Manitoba. The institutions first mentioned were previously affiliated colleges, as is the Agricultural College today, the chief difference being that they were privately managed while the Agricultural College is governed by provincial officers. It is a sound philosophy, however, that regards all such organizations, including the affiliated denominational colleges, as fundamentally public institutions.

The history of the University of Manitoba during the past 20 years is, in important respects, the account of its gradual integration out of elements, organized but not at first incorporated into its structure, and there is no apparent reason why the Agricultural College, completely owned and managed as it is by the province, should not contribute its weight to the force and meaning of the agency that already grants its degrees. Nebulous universities, consisting chiefly in the power to confer degrees and to bestow decorations, have sometimes served a good purpose, as is clearly the case in Manitoba, but they are a pallid substitute for the full-formed, grace-giving Alma Mater that commands loyalty and affection. Manitoba is wise to have kept before herself the vision of a single great intellectual and spiritual leadership for the province, including every institution and type of higher education under the

dignifying name and sanction of her "**University.**" This vision may become a powerful reality by making these various parts genuinely members one of another, and only so.

At this point it is not a question of a physical consolidation of the schools. Were they to remain miles distant from each other it would be the part of wisdom and economy to associate control of the college with that of the larger institution to which it is inherently akin and with which it should be ranked. In the methods and spirit of instruction they are alike; the problems of personnel, of administration, of student organizations, of intellectual stimulus and of scientific research, are identical, or should be if the College is to maintain a satisfactory standard. It would be a great advantage to the College to have constantly at its disposal the intimate experience on all these matters derived from many other faculties. Frequent contact, conference and discussion are essential to the breeding of fruitful ideas. This is a simple matter when the general administration is the same, and practically very difficult or impossible otherwise.

The immediate financial saving as a result solely of a common administration would probably not be considerable. It would be well to retain an influential board made up much as is the present board of directors and including the minister of agriculture, to serve as advisors to the College.

Some savings might be effected through co-ordination and common inspection, purchasing and other joint services. The real economy in the case of Manitoba is largely potential. The province, just beginning its career with state-owned educational institutions, can plan now for the future. One administration would never permit two of its parts to develop competitively work that should be done at one point only. But independent control, a skilful and ambitious leader and favorable opportunity make such an outcome almost inevitable. A good example is offered by the state of Iowa, where two excellent engineering schools, one at the state university and one at the state agricultural college, offer twice the necessary facilities in engineering, and neither can be abandoned by the present joint board of control because of the hold each acquired during a period of independent operation. Errors of this sort are expensive and can best be avoided or corrected by a single management.

These internal and financial reasons are powerfully reinforced by what is easily the most important consideration of all in the general effect of a divided institution on the province. In an agricultural commonwealth like Manitoba, the institution that directly conserves the foremost interests of the citizens should, if well managed, come to be the most precious and favored child of the entire educational family. At the same time the university as a whole, with its faculties of arts, sciences, medicine, law, engineering, commerce and other branches of learning, must in the very nature of the case outweigh professional agriculture when taken alone, both in numbers and in essential importance. To keep them separate means to set up these two institutions over against each other as rivals, for that is what they inevitably become, as case after case in the United States deplorably proves—rivals for students, rivals for public prestige, rivals, finally, for political influence that shall control public funds. One class of the population is pitted against another, and the state is rent with factional fights that have no educational significance or outcome. The divisive idea is always latent, and usually active. The crowd that will combine against the University or against the "Aggies" will unite on other matters that have no connection with either. No conceivable gain for separation can justify all this, and it is as likely to occur under Canadian forms of organization as in the United States. The only case in which more or less of it does not arise

is where the Agricultural College is content to be a paltry and inferior institution. This is unthinkable in Manitoba, where the best insurance for a symmetrical and harmonious educational system is to start out with a well-knit group that thinks and operates in terms of all its members.

Up to this point the question of consolidation has been considered on the assumption that it involved two institutions similarly managed. The actual form of control now in force at the Manitoba Agricultural College, as has already been noted, is one whereby a single politically-chosen official is authorized directly or indirectly to determine all essential operations. The case in favor of consolidation as against such a system deserves certain additional comments.

According to the best that has been learned in the administration of popular education, this plan is not only ill-advised, it is clearly vicious, as the circumstances attending its inauguration in Manitoba appear to indicate. Viewed from within it places the officers and teachers of what is presumably a high-grade institution, together with all their activities, at the mercy of a political chief of uncertain tenure and almost invariably without knowledge or experience of higher educational institutions. The intention of such an officer may usually be of the best, and at times he may give the institution the benefit of a trained and brilliant mind, but the risks are too great; an institution cannot permanently thrive thereunder.

Externally, such an arrangement provides a ministerial officer with extensive patronage and an admirable instrument wherewith to serve his personal and party purposes. The farmer class can be appealed to with great effect to support their institution as against the University, or whatever else may be the rival object, and the institutional war referred to above becomes doubly effective owing to the special advantages of one of its leaders as a member of the government. Education, including agricultural education, and civil administration are two essentially different functions and ought to be kept clearly separated. A first-class Agricultural College that is part of a university will, in its own interests, be responsive to the just and reasonable demands of the provincial department of agriculture; it will be eager to render expert service, to adapt its course to practical conditions, and to co-operate in well-directed ministerial policies. But it needs to make full use of its university connections in avoiding futile and trivial exactions, exposing meretricious proposals, and ensuring its workers a free field on the topmost levels of scientific performance.

2. A Suitable Location for the University of Manitoba

Whether the administrative consolidation of the Agricultural College with the University, as recommended above, be effected immediately or not, every consideration, both of efficiency and of economy, would indicate the wisdom of establishing the University in close connection with the College. The commission of 1907-1909 recommended this on educational grounds. Since that time the physical conditions of the situation have altered in such a way as to make their proposal convincing from every point of view. Not only is an ample site of an exceptionally appropriate character available without further expense, it is available in such a way as to enable the two institutions to coalesce at once into a strong, homogeneous unit—an outcome that would not have been possible under conditions as they existed when the first commission made its report.

In spite of the handicap of inconvenience and uncertainty which the long delay has imposed upon the University, the present situation is, in one respect, remarkably fortunate. The way is still open for a final and correct

solution of the question without sacrificing valuable buildings or encountering the opposition that usually attends the removal of an educational institution. It is a question solely of educational wisdom.

(a) The "Central Site"

In its present location, opposite the new provincial capitol, the University is using its original Science building, constructed 22 years ago, the old law courts building, which is much older, and a so-called "emergency" building, recently erected when it was desired to remove the old parliament building in which the University had taken refuge. Altogether this site covers at present about seven acres.

It has been proposed that this area be enlarged and that the University be given a permanent location here. Additional government land could be had on Broadway and around the corner on Osborne street as far as the river, affording some 16 acres all told. A mall, extending from the front of the capitol to Portage Avenue has been suggested for the sake of greater spaciousness and a finer approach from the north.

Long association and the convenience of the site to residents of Winnipeg give the above proposal many supporters, but other grounds for its selection seem to be few. Even the element of convenience appears to be largely a matter of habituation. Twenty-three years ago, when the present site was fixed, St. John's College is said to have protested vigorously against taking the university "so far out of the city."

This choice would definitely and permanently cut off both the Agricultural College and the Medical School from the body of the University, leaving it the same dismembered institution that it is today. Buildings of an office type might accommodate the University in such a location indefinitely, but except as an agency for the production of education on factory principles, it would be smothered from the outset. The expropriation of large amounts of land would be prohibitively expensive. All thought of student residences or of entering into closer relations with the affiliated colleges would perforce be abandoned. The University of a province famous for its wide spaces and fine vistas would become a Winnipeg day-school squeezed into the ensemble of a mixed political, judicial and civic centre. Instead of the privacy of an attractive setting, congenial to study and to the unique experiences of resident academic life, all activities would be flavored with the street and over-shadowed by the distracting affairs of the most public spot to be found in the province. This would be sordid treatment for the institution that represents for all the people of the province the culmination of their collective cultural and intellectual attainment. Just as the new capitol requires a dominating elevation and much free space to insure the impressiveness of its splendid mass, so the University requires both mental and physical detachment and a place to breathe, on a site wholly and peculiarly its own, where the quality and distinction of its service may achieve full and unmistakable significance.

There is a feeling on the part of some that conditions in Manitoba are so peculiar as to require an institution of special type—a sort of arctic university. Reference is made to the long, cold winters, and to the fact that university lectures begin late in September and close before the middle of April, as an argument for a compact indoor institution in the heart of Winnipeg.

This contention brings up a question which to a stranger is exceedingly puzzling: Why so short a term? The modal age of admission among members of the present senior class in arts and sciences was 17 years (55 per cent. under 18), or a full year below that at Toronto or at most institutions in the United

States. This was to have been expected, inasmuch as the twelfth grade of high school is not required in preparation. Eight per cent. of the class were admitted at the age of 15 or below, and nearly 30 per cent. at 16 or younger. To these eleventh-grade children is then offered a curriculum of four years of six months each, and the rather dangerous assumption is made that the resulting B.A. or B.S. is a degree conforming to generally accepted standards!

The only explanation current of this brief college year is that it is compulsory for boys who work on the farm. Yet nearly 70 per cent. of those from Manitoba who entered with the present senior class had their homes in Greater Winnipeg; assuming that at least 10 per cent. of the remainder were girls, there would be but 20 per cent. at most to whom such a consideration could apply. Indeed, a census of the total present registration in arts and sciences shows that 16 per cent. only come from farm homes. Deducting women, the figure drops to about 12 per cent. Of the engineers, 13 per cent. are sons of farmers.

If the province is willing to see a great plant of this sort lie idle for half of the year, and that, too, in the most favorable season of a climate that can scarcely be surpassed on the continent for the purposes of study, well and good. Economy, however, would suggest a different arrangement, possibly a twelve-month year of four quarters, making it possible for students to adjust their study to their personal requirements. Indeed, a six weeks' summer school has just been inaugurated and it is said to have had great success. With the advent of such a program the superiority of a spacious, rural location requires no demonstration.

(b) The Tuxedo Site

The two other proposed sites, one at Tuxedo and one at St. Vital on property of the Agricultural College, have already been briefly described. Either would be an immeasurable improvement over the present location. To build at Tuxedo is, of course, to preclude forever any intimate relations between the University and the Agricultural College. This is by far the greatest disadvantage of the proposal, as will appear below, where the St. Vital site is discussed. To place the University here, moreover, would involve beginning de novo, with the necessity of spending from one to two million dollars before any use of the plant could begin, and with a certain prospect of a four or five million dollar outlay before even the present University could be said to be adequately accommodated.

Furthermore, large as it appears in block (122 acres), the Tuxedo site may very quickly prove too small. Cut off 150 feet to the building line around the entire property, as stipulated by the donors, and assume that a 10-acre tract is furnished to each of three, or possibly four affiliated colleges, and slightly more than 50 acres remain. This is a space very little larger than is now utilized by the five main buildings of the Agricultural College alone (42 acres).

As Winnipeg grows and the population justifies a hospital in that district, it may prove desirable to transfer the Medical College to the University grounds. There is quite as much reason, other things being favorable, for placing medicine within reach of its basic sciences and within reach of other than medical students, as in the case of agriculture explained below. Some indication of the important relations involved here may be inferred when it is stated that at the University of Minnesota, with a Medical School numbering a few hundreds, over a thousand students in other departments are taking one or more courses in the strictly medical curriculum. Such advantages are now lost at the University of Manitoba. To consummate a change of this kind a fairly large university hospital will be required, and space should be foreseen both for such a hospital and for the Medical School itself.

There has been some disposition to assume that, whatever is done with the University, the law school should be conducted among the law courts as at present. This is a mistaken assumption. There is no analogy between a medical school's nearness to a hospital and a law school's nearness to a law court. The present arrangement is an emergency scheme affected somewhat by the fact that the law school is still controlled in part by the Law Society of Manitoba and is not operating as a part of the University. Should it become such, as is likely to be the case, the law students should be a part of the University group. The present environment is highly undesirable as a permanent home for a healthy law school.

For this assemblage of faculties, together with the desirable student buildings, playing fields, drives and open areas, the Tuxedo property seems suddenly limited when one considers the ultimate difficulty of expanding it in any direction.

(c) The St. Vital Site

A transfer of the University to St. Vital, on the other hand, opens up possibilities of extraordinary interest that deserve a careful appraisal. The province now owns 576 acres of land at this point, all of which is available for its purpose. Instead of being an "inside" plot, as at Tuxedo, the site commands from one and one-half to two miles of continuous water front on the Red River, a much larger stream than the Assiniboine, and winding in such a way as to give unequalled opportunity for effective landscape and parking treatment. A bridge or two would make similar property on the opposite side accessible and give an outlet to main highways leading directly to the city through St. Boniface. At the present time land may apparently be had at reasonable prices, and should the University be located there it would probably be advisable to extend the property, especially along the river. This ample space would enable the University in time to unify all of the provincial colleges and professional schools, including the medical school, at one spot in a fully-equipped centre of instruction and research.

1. Educational Aspects of Consolidation

The advantages of such a unification are perhaps obscure to some who are unfamiliar with the conditions. It may be well therefore to point out in the case of the Agricultural College and of the University what the advantages are, trusting to the reader to apply the same principles, with varying circumstances, to other departments. Although most of these gains would accrue as the result of simply placing the institutions side by side, it will be assumed that the step already advocated in the previous section has been taken, and that the College of Agriculture has become a co-ordinate faculty of the University, since this would be the almost inevitable outcome if they were to be located near together.

The foremost advantage of such an arrangement is that the instruction offered is appreciably better, and is much more varied than is possible in separate schools at the same cost. The university graduate in agriculture should, of course, know agriculture, but he must first know thoroughly the sciences—physics, chemistry and biology—on which agriculture rests, and if he is not to be one-sided he must also know considerable English and economics, some history and politics, and at least a little art, music and philosophy. In a separate school his technical agriculture may be taught as well as in the University. But in his other subjects one of two things will tend to occur. Either such subjects will be few in number, elementary in character, and taught by young, ill-trained, or less competent teachers, or else the College will proceed to build up in these various fields rich departments that duplicate

the work already done at the University. Teachers of marked ability cannot be permanently secured to do elementary work only. It is the duplication process that has gone on in the successful separate agricultural colleges of the United States; they are great agricultural universities, and the result is inevitably very expensive and, of course, inherently unnecessary.

On the other hand, if the College is part of the University, every agricultural student has access to the best there is in each department for which he can qualify. Chemistry is serving, not only agriculture, but also the demands of medicine, of the industries, and of advanced graduate workers, who are making it a specialty. The agricultural student may come directly or indirectly into contact with all of this. Although he may take only the chemistry courses required for agriculture, he finds them given by men who are in touch with the entire field, and he sees illustrated chemical processes that have made a multitude of diverse applications. He may listen to able lectures brought in by the various departments or secured independently, and may attend unusual concerts or dramatic performances given before the whole University, few of which a separate school could command. The entire scale of intellectual interests in which he may participate is thus greatly enlarged.

The educative effect of these opportunities on an alert mind is very great. In the separate school there is nothing but agriculture on the horizon—a wholly one-sided picture of life. If, on the contrary, a boy studies agriculture at the university, his friends in medicine, in law, in education, in commerce, in special arts and sciences, quickly convince him that the world is larger than he thought, and he leaves the University with respect and a just appreciation for what these men do, as well as a firmly grounded conviction as to what his own profession means in relation to others.

Some promoters of agricultural education have feared this contact with older and better-established professions as being likely to produce discontent. Whatever justification this idea may once have had, it has lost its force. Scientific agriculture having vindicated its earlier claims, presents an ever-increasing range of opportunity; its personnel of instruction has enormously improved both in technical and in general education; and the enthusiasm of its workers the country over shows that it can bear severe comparisons. Some universities, Saskatchewan for example, show frequent cases of men who register in arts and sciences but who later discover what scientific agriculture means and change their course. The fact that the reverse may occur and that some agricultural student may find more congenial interests in law or medicine is no argument for keeping him blind to such interests by placing him in an institution that is in effect an intellectual island.

The major benefits of a single organization undoubtedly accrue to the Agricultural College. There are, however, many respects in which the advantage is on the other side. Manitoba is overwhelmingly an agricultural province and the interests of Winnipeg are thoroughly agricultural. It follows that the University of such a region is necessarily an agricultural University; its social and educational problems are bound up with the land; its economic and commercial interests are acutely rural; its pressing medical problems are chiefly those of rural medical organization, and its legal activities are colored by the same element. Now, remove from the University that branch of its service that studies and directly sponsors this whole train of problems so essential to the provincial welfare, and you virtually remove its heart. Put the College off by itself, and it proceeds with its main functions while its finer connections shrivel up. The University, on the other hand, either disclaims all responsibility for agricultural affairs, or else goes ahead uncertain of its right to deal with them.

A striking illustration of this curious relationship appears in the fact that scientific plant breeding at the college has apparently become decorative only, the three fine greenhouses being used for exotic blooms and floral ornaments. Meanwhile the department of botany at the University is utilizing every foot of its limited space in breeding varieties of corn, clover and other plants that will stand the northern climate.

Bring these two institutions together and they will vitalize each other. The pure sciences at the University will inevitably adopt some of the agricultural problems as their own, as botany has done in the case just cited. Economics and sociology will take serious account of rural economics and rural sociology; education will concern itself with the problem of the rural teachers; journalism will point the way to greater success in agricultural periodicals. When the schools are separate the agricultural curricula are rigid and inflexible. With all the departments of a University to call on, however, they can be extended to suit the individual case. Thus with a background of agricultural training and experience the study of economics and some law lays a good foundation for the rural banker. A knowledge of commerce and marketing, of social and political organization and of effective public speech against the same background, give indispensable resources to rural leadership. The whole study of commerce in a rural province becomes primarily a study of agricultural commerce, and in its rapidly-developing phases must have both College and University at hand to draw upon. At present only those young women who go to the College and take the entire course derive any benefit from the instruction in household arts, yet certain staple courses in this subject should be available to all University women as well, while many of those now at the College would take University courses in other subjects with profit.

Stress has been laid upon subjects and courses because the interpenetration of the two institutions would appear on the surface chiefly in that form. Underlying and stimulating this exchange is the interaction of the teachers and students of the two groups upon one another. It was long a difficult matter to find men of sufficient training to fill the staffs of colleges of agriculture, and a man of genuine education in addition to his technical ability was rare. This condition has rapidly altered. Today men with doctors' degrees are found in these colleges in considerable numbers, and even where these are absent the familiar crudeness of earlier days is largely gone. In the universities of Saskatchewan and Alberta, where the faculties are united, the agricultural men are considered to be on complete equality with the rest of the staff.

The effect of union in sustaining and improving the quality of men in this and in other faculties is marked. Whether it be in faculty meetings, in committee service, in student relations, or simply through the casual intercourse of individuals in talking shop or playing golf, the personal challenge among trained men is constant and stimulating. This is especially true in centres remote from other professional contacts like the universities of the prairie provinces, where the isolation forces a teacher to depend heavily upon his immediate associates for inspiration. Intimate association, for example, between workers in the pure sciences and those in medical and agricultural applications of these sciences is bound to be fruitful in ways that are wholly unpredictable and yet of great importance—a sort of cross-fertilization that cannot be ignored.

The effect of the University upon a student coming to study agriculture as compared with that of a narrow professional school has already been indicated: his instruction is usually better, certainly more varied; he sees and hears much of other subjects that he does not take; he may gratify his intel-

lectual hunger in special departments that would otherwise be closed to him; and in general he participates in a very much wider and more interesting program. But there is more than that.

A separate College was once defended, and with some reason, on the ground that in a University both students and teachers in other faculties rather despised the agricultural students and their instructors, and made the association uncomfortable. Standard entrance requirements, better trained instructors and the remarkable improvement in the scientific quality of the work done have changed all this. Today a prospective agricultural student may look forward to becoming a valued and respected citizen of the University. When now a boy from the small community, or from the farm, enrolls as a freshman, he brings with him a limited experience and a very lively curiosity as to the nature of the world in cities; he craves contact with types of life and industry hitherto unknown to him, and is often most stimulated by ideas and experiences that are least like his own. In the separate College he meets other farm boys only, and in a rural environment like that of his home he studies familiar objects on an enlarged scale. He then returns to his farm home with his broader human curiosity defeated or misled, and a stranger to his boyhood friends who have gone out of the same home surroundings into other professions. However industrious and intelligent he may have been, he is a farmer only. In the University, on the contrary, he meets boys from every other occupation and class of society; he hears their enthusiasms and opinions, and airs his own; he contests in studies, in sports, in debates, and in dramatics, with his own home friends, who may be studying engineering, or law, or dentistry; he officers the general student unions, contributes to the current student periodicals, and attends social functions where every branch of a cosmopolitan University is represented. When this man leaves for home he is rated, and, better still, he rates himself, on a basis totally different from any that is understood by the graduate of the special College; he is not merely a farmer among farmers, he is a man among men, and he knows it. Surely this is the sort of education that a farmer or anyone else would prefer for his sons.

Some objections to a union of the Agricultural College with the University have proceeded from the fear that the College would be overshadowed by other interests, and could not be supported by its friends, as is possible with a separate institution. For any who desire to build up the College by letting starve those other departments of the University for which they have a less obvious need, such fears are well grounded and should be realized. Such a policy is self-destructive. The different activities of a soundly-managed University hang intimately together and supplement one another as do those corresponding aspects of social activity which they serve.

It is the repeated lesson of long experience, however, that a single tax-supported institution, if even fairly well directed, will reflect the composite needs of the community that it serves. The history of such universities as Illinois, Wisconsin, Cornell and Minnesota, gives ample proof that as agricultural instruction has shown itself susceptible of successful organization and development through the University, expansion in that field has followed rapidly. As with every new department, the insistent efforts and demands of outside critics have been indispensable. Such critics should beware, however, of loading the University, or a separate College, as the case may be, with responsibilities that it ought never to assume. Very much agricultural instruction now expected of the University must ultimately be decentralized in secondary and special schools, in high schools, or in widespread extension courses. Nothing could show this more clearly than the very moderate success from a quanti-

tative point of view that has attended the Manitoba Agricultural College, in spite of its ample facilities and its complete independence.

Finally, the experience of Manitoba's two neighbors to the west should be helpful. Both in Saskatchewan and in Alberta the College of Agriculture has been part of the University from the beginning. The situations and problems in the three provinces are nearly identical, yet a careful canvass of opinion, in the agricultural staffs, including that of men experienced at such well-developed separate schools as Guelph and Ames, reveals a unanimous conviction in favor of the single organization. The same belief certainly prevails in the university faculties of agriculture in the United States. The separate schools would doubtless give a mixed verdict, influenced partly by their several histories and local conditions. It is fairly certain, however, that the great majority, if given the opportunity of starting over again with agriculture a well-developed science as it is today, would vote unhesitatingly for union.

2. Financial Aspects of Consolidation

The question of the cost of a unified program has been subordinated to the intrinsically more important consideration of its worth and promise. For the reasons that have been set forth above, a financial sacrifice would have been amply warranted at this turning point in its history, in order to establish the provincial enterprise in higher education on a satisfactory basis. But no such sacrifice is required; the entire scheme of procedure suggested makes for financial economy in current operation, and gives opportunity for a spectacular saving in its installation.

The principal gain in operation arises out of a great reduction in overhead charges by reason of the fact that classes in the Agricultural College are very small in comparison with the available facilities. Throughout the curriculum, but particularly in the first two years, where courses in science, English and mathematics run parallel with courses now given in the University, several classes could undoubtedly be combined in lecture or laboratory sections. The agricultural engineering at the College is a slightly specialized form of mechanical engineering and could be consolidated throughout with the University department. Teachers of special subjects that are but briefly touched upon in the agricultural curricula can, of course, be provided from the University organization at much less expense than they can be supported independently by the College. A saving in cost of operation under the suggested plan will doubtless be freely admitted, and scarcely requires further elaboration.

The chief financial problem of reorganization is not so much that of joint operation as it is the initial task of transferring 1,500 students in arts, sciences and engineering from their present temporary quarters to the new campus. In case the plan of union should be approved, it would be desirable to terminate the long period of suspense at the University by taking decisive action as soon as possible. The ways and means of bringing this about are therefore of immediate consequence.

Assuming once more that the two organizations have been permanently combined, the main concern is the economical use of the plant now available and its extension to accommodate the new student body. It is to be borne in mind, likewise, that the heavy existing charges on the province practically preclude large capital expenditures during the next few years. The question therefore arises of the possibility of effecting a partial removal in case it prove not to be feasible to make a complete change at the present time.

To meet the various requirements of this situation the Agricultural College has five main buildings to contribute—all of them well built and in excellent

condition. These are now used respectively for administration, horticulture and biology, chemistry and physics, engineering, and residence. Short course students are dealt with chiefly at the barns and agricultural buildings on which the incoming group would make no demands. Of regular full-time students there were, in 1922-1923, 150 men and 110 women, making 260 in all. The number fluctuates from year to year, and is smaller now than at any time since 1918-1919.

The use made of the above facilities by the present student body is easily estimated. In the chemistry building there are three lecture halls and 11 laboratories. Counting the maximum available time as seven one-hour periods per day, five days per week, for lecture rooms, and four two-hour periods per day for laboratories, it appears, after reducing the 45-minute period of the College to clock hours, that the entire chemistry building is in use 12.8 per cent. of the possible time; the engineering building 16.3 per cent.; the biology building 24.3 per cent.; and the administration building 48.5 per cent. When seating capacity is taken into account the actual use is found to be much lower. In all three of the buildings except the administration building the actual use on a seat-hour basis is between six per cent. and seven per cent. of total capacity. In the administration building this rises to 15 per cent.

It will be readily understood, of course, that complete capacity use of such facilities is out of the question. Classes or sections of classes do not come of convenient size nor do the exigencies of student and teacher programs permit the maximum use of a room. Furthermore the maximum number of hours, though not unreasonable has purposely been fixed fairly high in order to discover what could be done with the efficient use of given equipment under the present circumstances.

With all due allowance, however, it is obvious that the waste incurred in the present use of its buildings by the Agricultural College is enormous. Lecture rooms accommodating 60 or 70 students are used a few hours per week only for classes ranging from 12 to 20; laboratories with table space for 25 are used once a week by ten to 15 students; several large, well-lighted rooms are wholly unused. Some of the laboratories are equipped with movable tables and could be easily converted into lecture rooms if necessary. The library space is small and reading-room facilities (62 seats) are inadequate for many more than the present attendance.

The College residence contains an auditorium holding 1,200 persons—a much better hall than any the University now possesses. The dining hall will seat between 600 and 700; there are two gymnasiums, two small swimming pools, and sleeping accommodation for 576 students, or more than 300 in excess of the present attendance. Part of this extra dormitory space is now used for farm and kitchen labor that could be provided for adequately and cheaply outside, and part is utilized by some 40 members of the faculty or their families.

Although 1,500 additional students evidently could not be handled on the present campus without additional buildings, it is fairly clear that the junior and senior classes now doing advanced work at the University in arts, sciences and engineering could make use of the present facilities without crowding. This group, constituting the “senior college” in some form of organization, numbers between 450 and 500 students. It is organized closely by curriculum “years” and exhibits little overlapping at Manitoba as compared with some institutions where the elective principle is more freely applied. The group is homogeneous and mature; medical, law and pharmacy students have withdrawn to their several special departments.

The work of this group in 1922-1923 was conducted in 125 different classes, ranging in size from six in architecture to 60 and 70 in English, and meeting variously through the week. It is a simple process to assign all of this work to suitable vacant lecture rooms or laboratories at the Agricultural College. With every class comfortably provided for, and without disturbing any existing group at the College, the proportion of available time utilized rises, in the chemistry building, from 12.8 per cent. to 49.8 per cent.; in the biology building from 24.3 per cent. to 62.8 per cent.; in the engineering building from 16.3 per cent. to 34.7 per cent.; and in the administration building from 48.5 per cent. to 61.2 per cent. In other words, all of the work done in 1922-1923 at the College and in the third and fourth years at the University in arts, science and engineering could be done in the four existing College buildings with an unused margin of well over one-third of the absolute time capacity wherewith to allow for flexibility in administration. If consolidation of College and University is to be brought about, it may apparently be inaugurated in this manner with a minimum of expense and dislocation. The buildings now used by the University would be greatly relieved, the younger students would be left undisturbed near their homes, while the new union would be in the hands of those most likely to appreciate a separate University community life and best fitted to contribute to its success.

So far as indispensable equipment is concerned there is reason to believe that a combination of College and University as outlined above could be managed with little more than minor interior rearrangements, transfer of apparatus and consolidation of departments. Unless circumstances compelled it, however, it would be unfair to the new undertaking to handle it thus penuriously. The most conspicuous difference between the old and the new would come out at once in the emphasis on the resident factor in the new location—an element of prime importance in building up a genuine University morale. Students from outside of Winnipeg would of course prefer to live on the grounds, and many students from Winnipeg would do the same if accommodations were available at a reasonable cost. To encourage this, the maximum student capacity of the College residence should be released by erecting an inexpensive separate structure for the hired labor of the farm and kitchens. The problem of housing teachers would also assume larger proportions. A separate residence for their use would be a necessity. Further residence provision for students should be undertaken shortly. This, however, could probably be best handled by the affiliated Colleges, and will be discussed later.

In addition to minor extensions of this nature account should be taken of the fact that the proposed changes will bring to the College campus daily from Winnipeg an indeterminate but certainly a large number of students who will not reside at the College but will nevertheless constitute a very important element in the student body. Certain provisions can be made for their comfort in the general rooms of the main residence which are commodious, but really adequate study space would not be at hand. Moreover, the appearance of 500 additional students, increasing the total number to approximately 800, chiefly juniors and seniors, implies and invites the immediate organization of a variety of voluntary student activities that the institution should heartily promote. For these space is essential.

The best way of meeting these two important needs would seem to be through a substantial addition to the campus that would constitute a significant step toward the ultimate University equipment. Near the present College buildings, but so situated as to dominate the entire academic community in its final form, should rise the University library—both symbolically and actually the central focus and distributing point of all University activities. This,

when completed, would be an extensive structure, housing a book collection for the use of 5,000 students, together with study and reference space, class and seminar rooms, exhibition rooms, lecture halls, etc.

A portion of such a building, sufficient for several years' use, could be built at once at not too great a cost, and would supply just the sort of study centre most needed under the new plan. It would remove the existing library and reading room from the administration building and set that space free for other purposes. Of any building that could be erected it would best serve the requirements of Colleges that might locate beside the University, and would be of exceptional service in binding all portions of the new organization together.

Thus furnished, the University could take its time in adding new structures and in transferring the students in the earlier years to the new site. Plans for the complete development could, of course, be made and followed from the outset. The present group is somewhat widely flung for a cold weather institution, but skilful additions between and around the existing buildings, perhaps with underground connections, would result in a compact and serviceable settlement in an admirable environment.

3. Revision and Redefinition of the Relations between the University and the Affiliated Colleges

The University of Manitoba is probably unique among higher institutions in Canada and in the United States in that it is the direct outgrowth of the voluntary association of a group of pre-existing private colleges that are still in operation under terms of affiliation with the central institution. These Colleges represent the efforts of various denominational groups to provide for the education of their younger membership and particularly of their ministers.

St. Boniface College dates from early in the nineteenth century, and has been for many years the leading Catholic College in the Canadian West. It is located with extensive grounds and buildings in the French quarter of the city, on the east side of the river, and conducts its exercises chiefly in the French language. St. John's the Anglican College, was founded in 1866 in its present form. It is located in the northern portion of Winnipeg, near the earliest Episcopal settlement, and has an endowment in lands and funds of perhaps \$200,000, not counting the value of its College site. Manitoba College, the Presbyterian institution, is near the University, on a fine property worth some \$250,000, and possesses an endowment of about \$200,000. Wesley College is also convenient to the University. It has a general college building and a women's residence on a large, well-located city block, valued at from \$500,000 to \$1,000,000. Its endowment amounts to \$300,000 in addition.

The "University," established in 1877, consisted of a "Council," to which the colleges sent delegates. The function of this body for nearly 25 years was solely to work out a common scheme of studies, hold examinations, and confer degrees. When the endowment of Dominion land was made effective about 1900, the opportunity arrived for joint instruction, and beginning at that point most of the science teaching was gradually turned over to the University proper.

The effect on the several colleges of the development of the University has been different in different cases. St. Boniface, with its strong clientele of French-speaking students, has maintained its own curriculum fully intact, while degrees are granted by the University after examinations in the direction of which it participates.

St. John's College now makes a comparatively small numerical contribution to the University: 24 students registered in arts and sciences in 1923-1924 receive all of their instruction at the College and 12 do part of their work at the College and part at the University. The distance between the two institutions is such as to make intimate relations difficult.

Manitoba College, in 1914, gave up most of its instruction in arts in favor of the then full-grown University. Such courses as it retains are more or less closely connected with its curricula in theology or for deaconesses and social workers. It still conducts its residence. This accommodates about 50 men and 25 women, most of whom attend the University.

Wesley College joined Manitoba College for a single year in abandoning work in arts and concentrating on courses in theology. It was felt, however, that the larger influence of the institution was jeopardized by this action, and in 1915 arts courses were resumed. All instructions in sciences, except an elementary theoretical course, is given at the University. During the present year Wesley College instructs 64 students in all subjects except the laboratory work of the first two years, while 88 students take part of their work at Wesley and part at the University.

From all this it is clear that the part played by the Colleges in the life of the present University is relatively insignificant. Out of 1,182 students receiving any arts or science instruction in the University this year, just 100 are attached to any of the colleges, although the University examinations will reach 136 other College students. In other words, the University has waxed strong while the collegiate influence, which was dominant at first, has dwindled or ceased altogether. The present representation of eight collegiate members out of 27 in the University council is quite out of proportion to the weight of this factor in the institution as a whole.

Such an outcome is regrettable from every point of view. It was, of course, inevitable and proper that the University should grow, and, as a tax-supported institution, should eventually become independent of any private control or association whatever. Nevertheless, although the nature of the relationship changes, it is indubitable that the colleges as a group have it in their power to make a contribution to the health and success of the University movement that it can ill do without, and can command from no other source. That this newer function has not as yet developed is one of the many damages for which the long delay in fixing the permanent home of the University is responsible. It is foreshadowed in the negotiations of 1910 regarding the Tuxedo property, and again in the agreement with the government in 1913 regarding the St. Vital site. Both of these arrangements assure ample and convenient accommodations to the colleges in close contact with the University.

These provisions, as well as the whole logic of the situation into which the relations of the Colleges and University have come, imply that all thought of any competitive attitude among the institutions has long since disappeared. The problem now is to develop the scheme of future co-operation in the most helpful fashion possible. Such co-operation may prove of peculiarly timely importance to the University in its task of building up a permanent organization on a new site.

The essence of the new relationship, as suggested by the rapidly-changing conditions of collegiate and University life during the past quarter century, will inhere in certain reciprocal duties and services that promise to bind College and University more closely together than has hitherto been the case. The College, in the discharge of its obligations to its supporters, is anxious to assure

to its members educational advantages in all fields, advantages which the isolated denominational College finds hopelessly beyond its reach. In addition, however, to this basic intellectual opportunity, the College believes, and in many cases has proved, that it can maintain for its students an environment that fosters clean living, intimate and wholesome associations, and the growth of an intelligent and convincing moral purpose in intellectual affairs.

To accomplish this the College requires certain prerogatives in the direction and control of its student body and the presence of a group of highly-educated, fine-spirited men who take a somewhat broader view of their responsibilities to their students than does the average University professor. Though they do not necessarily all live together, these students and teachers develop an intimate community of collegiate interests, they count on doing many things together, and when conditions are right they seek from one another the interpretations and solutions that University activities relentlessly exact from an open-minded student. The College is not religiously narrow. It admits students of any faith or of none. Its chief concern is to maintain the positive integrity and sincerity of its emphasis upon the quality of human character.

From the University point of view this contribution from the College is an unqualified blessing. In the United States, colleges and universities have grown from small to large and from large to huge, with no apparent means of segregating coherent groups of their students for separate organization in a significant manner. Greek letter fraternities and social clubs have rushed in with divisive and distracting effect. In some respects good, in others, very bad, such a remedy is not a successful substitute for the small English College with its interior associations and loyalties, its discipline and obligations.

In Canada, on the other hand, something of this sort exists, potentially at least, in nearly every provincial University, though if not promptly taken into account and consciously built up, it may shortly disappear. At Manitoba the colleges are fortunately still active, and may collaborate with great effect. It has been suggested that Wesley College and Manitoba College might unite, in case their respective denominations should come together as one church. In view of their service to the future University this would undoubtedly be a mistake. Regardless of church union it would be reasonable for each to retain its identity and develop as a separate unit. If possible other groups might well be added—perhaps an English-speaking Catholic College.

It is a *sine qua non* of a wholly successful collegiate organization of this type that it be situated on the University campus in order that at every turn it may feel its complicity in the organism of which it is a member. At the same time it should possess its own area or quadrangle, where its residences, commons, chapel and class rooms may give the effect of separate corporate existence.

The body of collegiate instructors would possibly be of two sorts. Certain men who would function as tutors among the students of one College only, would doubtless prove very useful, as is the case in the Colleges grouped about the Australian universities. Not only in assisting the weak, but in affording congenial guidance to gifted students, the able teacher in this position is the mainstay of student morale. It is doubtful whether, in addition to these, a College could fully grasp its opportunity without maintaining on its own foundation a small group of recognized University teachers; it is at this point that certain readjustments between College and University would be necessary.

Hitherto, because of historical traditions, distant location and doubt as to precisely what the new University might become, the College relationship

has been extremely loose. A common examination has been practically the sole tie. Brought into close physical contact with one another and with the University on a common campus, a group of institutions could hardly stop at that. Common interests would multiply and the healthy life of each College would be a stimulus to all the others. Simple economy would suggest that exceptionally capable teachers in one College be accessible to other Colleges and to the University on terms of free interchange. The reputation of a College would hinge upon the number of superior men it could support, hence the private endowment might eventually contribute a large share of the teaching strength of the University. Such endowments are open to steady and large increase as University endowments are not. To give the Colleges generous opportunity for free and vigorous careers would, therefore, be a policy not only of far-sighted educational wisdom but of good finance as well.

From the point of view of a strong University the activities of such constituent collegiate bodies should prove readily assimilable. It would be necessary to insist on certain common standards of training, status, salary, and so forth, in collegiate faculties, and in the interests of economy the University might well advise as to departments in which collegiate appointments should be made. Its approval should, of course, be required for any appointee giving instruction outside of any one College. All such regulation, however, is only that with which any co-operating College would reasonably expect to comply. The engagement recently entered into between Dalhousie University and King's College in Nova Scotia, though still in an experimental stage, is illustrative of a promising relationship of this sort that should be successful.

To the University of Manitoba, looking forward to re-establishment and permanent development on a new site, the co-operation of the affiliated Colleges is of prime importance. If it be assumed that consolidation with the Agricultural College has been determined upon, and that the new University is to rise as a single, comprehensive entity at St. Vital, nothing could give that decision more significant weight than for one or more of the Colleges to build at once its residence convenient to the new institution. To this most of them have long looked forward and would hesitate now only because of the difficulty of converting their present land holdings in a weak market.

At this point the provincial government might step in with good effect. With a suitable loan on favorable terms it could make it possible for these Colleges to supply the essential residence facilities of its new organization, until they in turn could realize profitably on their present holdings. With their assistance the residence problem would be fully solved at once both for teachers and students, and in such a manner as to leave no doubt of the immediate success of the new undertaking.

IV. SUMMARY

The problem presented to the Manitoba Commission on Education, in so far as it concerns higher educational institutions, is as follows: Are there readjustments that can be made in the relations of the higher institutions of learning in Manitoba that will increase their present educational service to the province, and provide for their effective extension in the future, while ensuring a relatively economical basis of support, particularly during the next decade, when provincial obligations will be heaviest?

The answer to this question is clearly affirmative. There is good reason to believe that the present educational service would be greatly improved, and that the foundations for a successful future would be more securely laid, by

the immediate administrative and physical union at St. Vital of the Manitoba Agricultural College with the University of Manitoba.

The considerations favoring this step are primarily educational in character. The problems of instruction in scientific agriculture are in every way similar to those with which the University is now dealing in other fields, and can best be handled by the organization set up for the general control of higher education. With the resources of the entire University available, better standards can be maintained, better and more varied instruction can be offered, greater stimulus is presented both to teacher and student, and the whole level of operation and achievement is distinctly higher than is possible otherwise without extensive duplication. Moreover, the advantage of unity of aim and effort in a single organization is felt not only within the institution, it reacts continually on the province at large by preventing rivalry and partisan strife over two similar institutions that should be moving harmoniously toward the same end.

In the matter of financial economy, with an equal educational performance, the single institution is far superior to separate organizations. The familiar principle of reduced overhead charges through the concentration of similar operations finds striking application in a University. The potential saving through the initial avoidance of a situation leading to competition and duplication is still greater.

The Province of Manitoba is in the position, without loss, to avail itself of all of these advantages by taking the action suggested. The Agricultural College has a fine and extensive property, suited to the purposes of a University, and operated with excessive waste. With a small capital outlay the last two years of the University's courses in arts, science and engineering could be comfortably accommodated. The transfer of the remainder could then be effected as fast as buildings could be conveniently provided over a period of several years.

In the establishment of a unified organization on the new site the University could be powerfully seconded by the affiliated Colleges, whose future interests appear to be closely linked with its successful development. If a site and a program for the University could be immediately and definitely fixed, it would be greatly to the advantage of all parties for the Colleges to take steps at once to build their residences in the new location. The province could facilitate this by a loan if necessary.



